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ABSTRACT

This pamphlet provides information to help communities in analyzing their needs, assessing available resources, and developing an effective manpower program to combat poverty problems which include high unemployment, inadequate education, poor health, and dilapidated housing. The report describes the necessary steps to be made for comprehensive planning by the Community Action Agency (CAA) which is a local organization designated by the Office of Economic Opportunity to organize anti-poverty programs. A comprehensive manpower program involves outreach and recruitment, intake and assessment, prevocational training, supportive services, skill training, job development and placement, followup, business support, and feedback. The report provides suggestions for coordinating manpower services and a checklist. In addition, there is a description of the major federally sponsored manpower programs and a list of acronyms. (BC)

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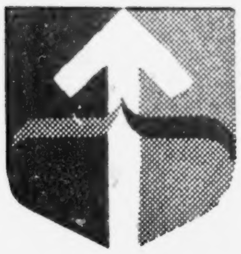

EMPLOYMENT PROGRAMS for the Poor

June 1969

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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EMPLOYMENT
PROGRAMS
for the
POOR

A CAA Manpower Guidebook

Community Action Program
OFFICE OF ECONOMIC OPPORTUNITY
Washington, D.C. 20506

Revised May, 1969

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List of Abbreviations

BAT	Bureau of Apprenticeship and Training, U.S. Department of Labor
BES	Bureau of Employment Security, U.S. Department of Labor
BWTP	Bureau of Work-Training Programs (formerly Bureau of Work Programs), U.S. Department of Labor
CAA	Community Action Agency. A local agency designated by the Office of Economic Opportunity to coordinate and stimulate anti-poverty programs and services.
CAMPS	Cooperative Area Manpower Planning System (See p. 38)
CAP	Community Action Program, Office of Economic Opportunity
CEP	Concentrated Employment Program (See p . 45)
CPA	Community Program Area (See p. 40)
CWTP	Community Work and Training Program (See p. 40)
DOL	(U.S.) Department of Labor
DVR(VR)	Division of Vocational Rehabilitation. Usually a division, or section, of State Departments of Education.
EDA	Economic Development Administration, U.S. Department of Commerce
EOA	Economic Opportunity Act of 1964, as amended.
ES(SES)	Employment Service (State Employment Service). The public employment office network in each state affiliated with the United States Training and Employment Service (Cf. USTES).

HEW	(U.S.) Department of Health, Education, and Welfare
HRD	Human Resources Development. A special service unit, to serve disadvantaged persons, of local Employment Services.
HUD	(U.S.) Department of Housing and Urban Development
JOBS	Jobs in the Business Sector (See p. 47) Cf: NAB
MDTA	Manpower Development and Training Act of 1962, as amended. (See p. 43)
NAB	National Alliance of Businessmen (See p. 47)
NYC	Neighborhood Youth Corps (See p. 42)
OEO	Office of Economic Opportunity. Official federal agency for administration of programs under the Economic Opportunity Act of 1964, as amended.
OEDP	Overall Economic Development Plan (EDA)
OIC	Opportunities Industrialization Center (See p. 50)
OJT	On-the-job Training
PS	Prime Sponsor (See p. 40)
RMA	Regional Manpower Administrator, U.S. Department of Labor
SER	Operation SER is a special manpower program, conducted in several areas in the West and Southwest, for persons of Spanish (Mexican)-American descent. (Title acronym stands for: Service, Employment, Redevelopment.)
USTES	United States Training and Employment Service, Manpower Administration, U.S. Department of Labor
WIN	Work Incentive Program (See p. 48)

PREFACE

A prime objective of a community action program is to mobilize available resources, public and private, for a coordinated attack on poverty. Community needs and resources differ widely, and the content and strategy of community action will vary from community to community.

The purpose of this pamphlet is not to solicit applications to the Office of Economic Opportunity for financial assistance for a particular type of project. Its purpose is to assist communities in analyzing community needs, assessing the resources available for action, and developing an effective community action program to attack their poverty problems. The problems discussed here should be considered in the context of the network of social ills in the community: unemployment, inadequate education, poor health, dilapidated housing, and others.

Effective community action requires that the community think beyond the consequences of mounting any single program and consider the relationship among programs provided by all public and private agencies and the cumulative effects of individual efforts. In many communities effective community action requires not only new programs, but the redirection and coordination of some of those now in operation.

One of the basic weapons available to a Community Action Agency (CAA) in attacking poverty at the local level is a manpower program. This booklet is written to assist local CAA's in planning and developing the manpower services that are needed to fill gaps in existing employment programs, so that disadvantaged persons can get steady employment.

INTRODUCTION

The ultimate objective of the War on Poverty is to eradicate poverty by eliminating the factors which cause it. An underlying factor in every community in the country is the inability of the poor to earn an adequate income. In surveys all over the country, 7 out of 10 poor persons list jobs as a major expectation from the Poverty Program. The significance of employment-oriented programs in a war on poverty is emphasized in the Economic Opportunity Act of 1964, as amended, which specifies that community action programs be conducted in the fields of job training and counseling, employment, and vocational rehabilitation, among others.

The 1967 amendments to the Economic Opportunity Act of 1964 directed OEO to establish throughout the country Community Program Areas in which a single Prime Sponsor would be designated for "planning, administering, coordinating, and evaluating a comprehensive work and training program." Responsibility for carrying out this Congressional mandate was delegated by OEO to the Department of Labor. CPA designations were begun in early 1969. It is anticipated that CAA's will constitute 90 percent of all CPA Prime Sponsors.

In response both to the Congressional mandate and to the aspirations of poor persons to make a decent living, the Office of Economic Opportunity (OEO), through its Community Action Program (CAP), has addressed a major portion of its attack on poverty to programs which improve the opportunity of poor persons to obtain adequate education and the skills necessary to compete for better paying jobs.

To help make the unemployed poor employable and to equip the underemployed poor with skills that will enable them to earn income above the poverty level, the Community Action Program encourages communities to develop comprehensive manpower programs which will help solve job-related problems of the poor. Such programs will, of necessity, utilize the resources of many public and private agencies.

The Problem. Many people whose income fall below the level needed to maintain decent standards of living for themselves and their families do not have the knowledge and the skills needed to find and hold a decent job. Others who have the required skills and knowledge are barred from making full use of them by employment practices which discriminate against them, by the vulnerability of their jobs to seasonal changes and the marginal demand for their skills, and by severe personal and family problems.

If the unemployed and underemployed poor of a community are to obtain and hold jobs at income levels above the poverty line, two things must happen: they must acquire the skills they need to qualify for the jobs which are available, and their access to jobs offering them opportunities for upward mobility must be increased.

Limited resources for direct employment are available to Community Action Agencies (CAA's). However, one aspect of CAA employment should be given careful consideration in relation to the manpower program. This is the employment of nonprofessionals by the CAA's in fields traditionally reserved for those with professional credentials and more particularly the career development program which has been developed by the CAA's for these nonprofessionals. In cases where the CAA has developed an effective career development program for nonprofessionals in various human services fields (e.g. community organization, education, manpower) the manpower specialist should use the experiences gained from the CAA career development program in his attempts to open up meaningful career opportunities for the disadvantaged in those organizations performing functions similar to those performed by the CAA, e.g. welfare departments, schools, hospitals.

The increased emphasis being given to nonprofessional career development in CAA's also has implications for the planning of a manpower program. The manpower specialist should take into account the skills and knowledgesbeing gained by nonprofessionals in the CAA in his plan to open up opportunities in the community; conversely, the CAA career development specialist should structure the CAA career ladder and supportive educational program so as to maximize the opportunities for career advancement not only in the CAA, but also in the community at large. This will require close coordination with the manpower program.

Many different agencies are presently engaged in providing manpower services. Any fully effective program must include manpower services responsive to the needs of the poor and the provision of needed services which are not now available. The CAA must make certain that manpower programs designed for the poor are available, are effective in bridging the gap to useful jobs, and are comprehensive.

The Program. A comprehensive community manpower program for the poor is a program which includes all the services essential to providing individuals with access to the labor market and opportunities for upward mobility to the extent of their capacities and interests. This comprehensive program can best be achieved by utilization of all resources available in the community, redirection of existing resources to make them more responsive to the poor, and provision of resources that are not presently available in the community.

A comprehensive community manpower program should include the following elements, each of which is described in detail elsewhere in this pamphlet:

1. Outreach and Recruitment efforts which identify and inform the unemployed and underemployed poor that employment assistance is available in a form that is beneficial to them.

2. Intake and Assessment which inducts the enrollee into the program with a minimum of delay and complexity, and which identifies each enrollee's skills, aptitudes, interests and potential. An employability plan must be developed with the enrollee based on the assessment and including a realistic plan for securing and holding a meaningful job.

3. Prevocational Training which prepares an enrollee for skill training or entry-level general employment. This can be as complex as formal orientation and work sampling classes, or as simple as subsidized work experience, work-conditioning, and individual tutoring in basic education and grooming. The primary purpose of all prevocational training is to close the gaps in the enrollee's job readiness.

4. Supportive Services must be provided to ensure that no enrollee drops by the wayside because of unmet needs. These services include counseling--both personal and job-related--follow-up, medical, legal, day care and remediation services as needed. In essence, support is provided to clear away any obstacles to employment.

5. Skill Training for those enrollees, unemployed or underemployed, who lack saleable job skills can be provided through institutional training or on-the-job training furnished by employers, financed by MDTA funds, as well as unsubsidized training programs. Training resources can be identified by the job developers.

6. Job Development entails identifying job opportunities currently available, opening up entirely new areas of potential jobs through modified hiring requirements etc., and involving public and private resources in providing training and supportive services to the manpower effort.

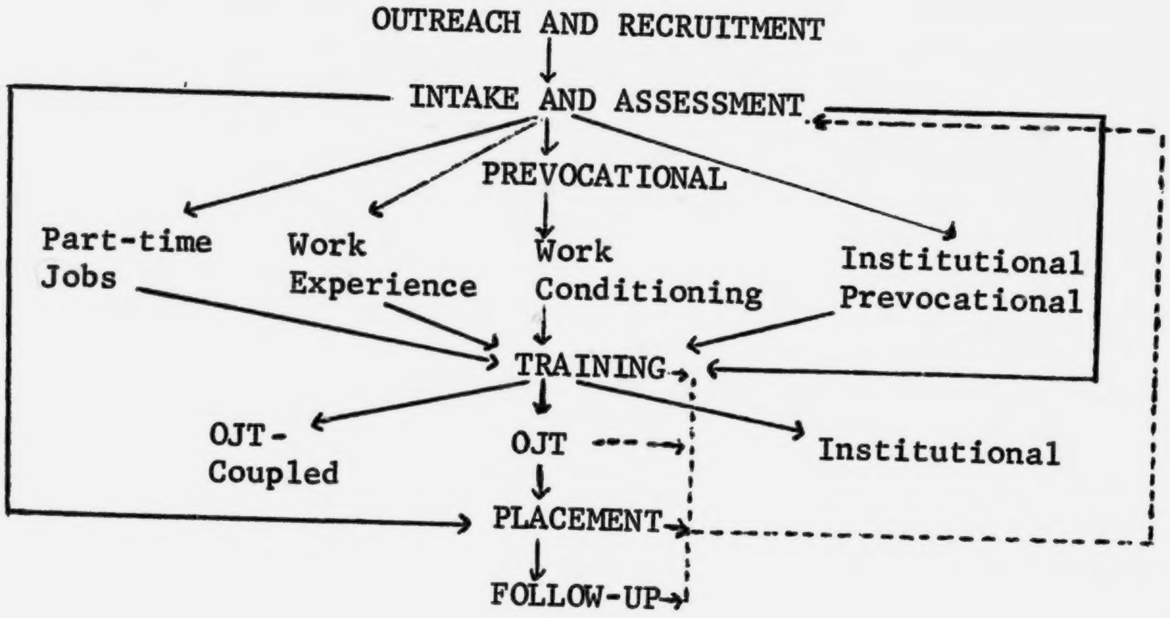
7. Job Placement is a process which matches the individual enrollee to a specific job. This can be done at any stage of the enrollee's progress, and is generally most effective when closely related to job development.

8. Follow-up is counseling or coaching attention given a participant to hold him in training, or to help insure a worker's success on a new job. Follow-up is of such importance as to involve job developers, placement staff, counselors and community aides (coaches).

9. Business Support is essential to a manpower program. One form of support can come from the establishment of a Business Advisory Committee to assist the Job Development and Placement activities of the program.

10. Self-evaluation and Feedback must be built into the manpower program to allow for improvements and adjustments in order to better meet the needs of the poor.

Each of these elements is important to the total system. Seen as a whole, a manpower program might be pictured this way:


OUTREACH AND RECRUITMENT
INTAKE AND ASSESSMENT
PREVOCATIONAL
Part-time Jobs
Work Experience
Work Conditioning
Institutional Prevocational
TRAINING
OJT-Coupled
OJT
Institutional
PLACEMENT
FOLLOW-UP

Counseling, basic and remedial education, and other supportive services are not shown on the diagram; they should be made available to the enrollee throughout his participation in the program.

The ideal manpower program for one community will differ substantially from that for another in terms of the emphasis placed on different elements, the agencies whose activities form parts of the whole, the sources of funds and personnel, the categories of skills and job placements emphasized. This pamphlet attempts to cover certain elements which are common in all comprehensive programs.

Summary Contents of This Pamphlet. The programs with the best chance of success will be those based on sound comprehensive plans. This pamphlet describes steps to follow in examining a community's manpower program, enumerates and describes program elements essential to a comprehensive manpower services program, and outlines the numerous resources which are available for implementing a manpower program.

I. THE ROLE OF THE CAA IN MANPOWER

It is neither possible nor advisable for every CAA to mount a complete manpower program which will provide all of the manpower services described in this booklet. Every rural or urban CAA, however, should make certain that all of the manpower services needed are available to poor persons who seek them, either through the CAA or some other agency. This can be done only if the CAA examines the manpower needs of a target area and develops its programs as part of a comprehensive manpower program approach designed to satisfy these needs. Such an approach requires close scrutiny of all the manpower program components provided in a community, by both public and private agencies, to determine the extent to which these components are fulfilling the needs of the unemployed and underemployed poor.

A. CAA Manpower Program Activity

There are about 975 CAA's with 3300 Neighborhood Centers located in urban and rural slums. Many of them are involved in manpower programs as: (1) operators of manpower programs supported by CAP versatile funds, (2) Prime Sponsors of 950 Neighborhood Youth Corps, Mainstream, New Careers and Concentrated Employment Programs funded by Title I-B, (3) partial funding agencies for Opportunities Industrialization Centers and Service, Employment, Rehabilitation (SER), and (4) sponsors of 200 On-the-Job Training community contracts funded through MDTA. (EOA Title I-B programs are currently being amalgamated for planning and funding purposes under the aegis of a single Prime Sponsor for every Community Program Area, in most cases the CAA.)

In addition to operating programs themselves, CAA's work toward opening new job and training opportunities to poor and disadvantaged applicants. They also provide increased outreach for manpower programs and employ the disadvantaged as para-professionals.

While it is true that all Title I-B programs are not sponsored by CAA's, the following table indicates the extent to which CAA's are involved in these programs:

Program	CAA/PS		Total
Concentrated Employment Programs	58	of	78
Neighborhood Youth Corps	591		1438
On-the-Job Training	200		400*
New Careers	86		92
Mainstream	210		230
Total	1145		2238

B. Projection for CAA Manpower Program Activity

Total OEO/CAP Manpower obligations for FY '70 are projected at $24 million, compared to the $20 million for FY '69. CAA's should continue to direct their manpower activities exclusively toward the hard-core unemployed, underemployed and employed poor. Special efforts should be directed toward strengthening the work of CAA's in rural areas and small towns - the areas with the fewest manpower services directed toward the disadvantaged.

*(Community Projects only)

CAA's should give special emphasis to the following:

1. Improving the manpower and administrative capabilities of local CAA's, especially those designated as CPA Prime Sponsors. (Technical assistance services for CWTP's should be sought primarily through Regional Manpower Administrators working closely with OEO Regional Offices.)

2. Increasing manpower capabilities in communities not now directly involved in manpower, especially in towns where existing manpower services are not adequate to meet the needs of the poor. This might be accomplished by:

    a. Diverting some versatile CAP funds from lower priorities into manpower services.

    b. Using selected CAA's both rural and urban, which have sound, effective manpower programs, as training sites for other CAA's.

    c. Seeking Technical Assistance to help identify unmet manpower needs of communities and enlist other agencies to meet those needs; or wherever required, establish CAA programs.

3. Involvement in CAMPS planning. Special attention should be given not only to having CAA staff participation, but also upon gaining representation of the poor themselves on CAMPS committees.

A few examples of ways in which CAA's can link programs to other agency efforts follow:

--Recruitment of disadvantaged from inner cities and rural areas for CEP's and other poverty-oriented programs...

--Use of VISTA volunteers for outreach activities...

--Provision of child care services for mothers recruited into CAA and other work and training programs and jobs...

--Provision of prevocational, vocational and adult education programs to help disadvantaged applicants surmount hurdles to gainful jobs, in those myriad cases where job-matching is not enough. . .

--Working with employers to persuade them to readjust unrealistic hiring specifications that may be effectively excluding disadvantaged applicants. . .

--Recruitment and placement for the Job Corps where State Employment Services request cooperation.

C. Staffing CAA Manpower Programs

No CAA can afford to ignore the manpower field if it is to fulfill its role as advocate for the poor. The time and money each CAA can and should devote to its manpower program will depend on local conditions.

A primary consideration is the need for central coordination and control. Every CAA should assure that it has analyzed the staff resources, in terms of quality and quantity, that are necessary to effectively coordinate and control the manpower function so that it is operated in a manner which optimizes its effectiveness in the light of the total CAA anti-poverty program. This coordination-control requirement would be in addition to resources necessary for the direct operation and management of the various components of a manpower program.

One of the following courses could be followed by the CAA:

1. Minimum Service

Each CAA should have at least one staff member who functions as a manpower specialist - even part time - to aid the agency in promoting the best use of local manpower resources for the poor.

2. One Man Staff

Where funds are available, a full-time CAA manpower specialist can participate in planning and monitoring community programs, and also work directly with some clients in a target community. A good description of such a service is supplied by "Mover in the Ghetto," in the December issue of Communities in Action. This article describes the activities of Paul E. Daniels in Louisville, who spends his time "searching out those who need work, helping them get jobs, directing people to legal services. . ." etc.

A close look at any Neighborhood Service program will almost always indicate that such activities are performed by CAA employees, even where there is no official manpower specialist on the staff. In such cases the proper label should be applied to the activity so that proper credit can be given to the employee or employees so engaged.

3. A CAA Manpower Program

It is possible for CAA's in non-CEP areas to mount manpower programs using CAP versatile funds and/or monies from NYC Out-of-School, New Careers, Operation Mainstream, etc. These programs may be developed along CEP lines in preparation for meshing with a CEP or CWTP program concept, should such programs be established in an area.

In Baton Rouge, for instance, Community Advancement, Inc. has begun a manpower training program which employes sixteen persons and will supply manpower services from "recruitment" through "follow-up" for three hundred disadvantaged trainees.

The staff required for the program is as follows: a Director, Deputy Director, Administrative Assistant, Placement Officer, Follow-up Counselor, Training Director, Teacher, four Orientation Leaders, three Detached Workers and two Secretaries.

The program is divided into five sections: administration, recruiting, training, placement and follow-up. It has received support and encouragement from local business, the petrochemical industry, the Chamber of Commerce and the Mayor's Office.

4. CAA Sponsored Comprehensive Manpower Programs

Manpower activities for CAA's which act as "sponsors" for manpower programs in areas which have a CWTP or CEP are described in detail below.

II. COMPREHENSIVE PLANNING

Many factors must be taken into account in planning and/or monitoring a comprehensive manpower service program. Among them are the nature and quality of existing manpower-related programs; the specific characteristics of the unemployed and underemployed; and the necessity of providing in advance for the passage of each enrollee from one stage of participation in the program to the next. A comprehensive plan is essential to ensuring that some critical piece will not be omitted, and that flow will be controlled.

Sound planning is based on accurate information. Some of the information needed to develop a fully effective manpower program for the poor is easy to obtain, while some is not. The amount of available information will vary from community to community. As a first step, the CAA should utilize information which various other concerned agencies and groups already have. In the course of developing a comprehensive plan for the community, the CAA initially can move forward with a minimum of data increasing its fund of information as it goes along.

A. Community Characteristics

The information gained from a survey of community characteristics will help the CAA to: a) identify the kinds of manpower services which the community's poor need most; b) identify those agencies in the community whose manpower services are most responsive to the needs of the poor, and determine what must be done to make all services more useful to the poor; c) determine which of the multiple sources of funding for community manpower services are not being fully utilized in the community, and what specific steps should be taken to obtain more assistance; d) determine the programs already in operation in the community which should be linked together in order to avoid duplication of service, and establish the steps to be taken to ensure that an enrollee in one program can gain access to another without undue delay when he needs the services it provides; e) identify the kinds of expertise in the manpower field most notably lacking in the community, taking steps to secure needed expertise by direct hiring of experts by the CAA and its delegate agencies, and by utilizing other agencies and groups both inside and outside the community.

B. Characteristics of the Labor Market

What Must Be Known

The first requirement for a comprehensive manpower program is knowledge about the local labor market. Such knowledge provides the basis for the adoption of short- and long-range goals for subsequent training programs. It will be necessary to identify those occupations which offer opportunity for upward mobility. It is important to keep in mind the fact that the Federal minimum wage should never be more than an interim goal of a manpower program (i.e., as a point of entry to the labor market). The goal is to enable poor persons to rise above the minimum. Under no circumstances should the CAA participate in the training of persons for jobs which pay below minimum rates.

Local industries which are expanding and those declining should also be identified. Shortage occupations and occupations for which an inadequate supply of trained personnel exists should be determined.

Sources of Data

Gathering the necessary data for comprehensive manpower planning is not a simple task. However, there are many sources which may be consulted, and suitable ones should be chosen from the suggestions given below. Some information can be gathered by telephone; a personal visit will be necessary to obtain other data. Common sense must be relied upon to determine which method to use and how much information is essential.

A labor economist from a local university can be of great help in gathering information about the labor market, particularly if he has been engaged in studying the local economy. He can be invaluable as a consultant.

In rural areas, State University Extension Services and Departments of Rural Sociology gather data on rural labor markets. In urban areas, Urban Research Centers do the same thing.

The State Employment Service can supply valuable information recorded in annual reports, monthly surveys, and the series, "Income, Education and Unemployment" (for 150 cities), published by the U. S. Department of Labor Review. A sampling of 1 in 10 Employment Service job orders will also indicate what classifications of jobs are available, how long they have been open, and the requirements for these jobs as described by employers.

The CAA can analyze data in the 1960 U. S. Census "Detailed Characteristics and General Characteristics" to determine the trends of expanding occupations. Trends in job-entry ages, sex, and race in the local community can also be obtained.

State and local civil service commissions will be able to supply information on available jobs and the training requirements for those jobs.

In addition, the following institutions, where they exist in a community, will probably have informative economic projections for the local area: economic development agencies, public utilities, major industries, boards of trade, chambers of commerce, union research divisions, Federal Reserve Banks, and local banks.

Conclusions

After data have been accumulated, some major conclusions can be made about the kinds of training that might be undertaken in a manpower program. On the basis of information gathered, the CAA can determine what jobs will or will not be available in the area, and consequently can decide what job training should be provided and what job training will be futile.

C. Characteristics of the Population

What Must Be Known

The characteristics of the population to be served are as important to sound manpower program planning as the characteristics of the labor market. A survey of the population data will help to identify the poverty groups most in need of manpower services, the geographical areas in which outreach and recruitment should be concentrated, and the essential elements of a manpower program which are necessary to meet their particular needs.

The CAA should find out how many of the poor have not attained the levels of education necessary to secure adequate jobs in the community or to succeed in vocational training programs. Statistics on the last year of school completed in each age bracket are available and the average achievement level for each grade attained.

Data will also be needed on: a) the number of unemployed and underemployed poor whose native language is not English, or who speak English so poorly they cannot be readily understood; and b) the general characteristics of that group of the poor who have dropped out of school, or who have applied for job placements and have not found them, or who have found them and have been unable to hold them.

The horizontal mobility pattern of the population is also important in planning a manpower program. If there is a large percentage who move from the target area, and if that group is likely to migrate to a particular city, some of the residents of the target area may be trained for the jobs available in the city to which they are likely to migrate.

Sources of Data

The sources of data for characteristics of the population (and the number of unemployed and underemployed) are as numerous as those for the labor market. Some likely sources are suggested below:

State Employment Offices in many labor areas compile an "Annual Manpower Planning Data Summary" which includes a figure of special interest to CAA's - the "universe of need."

OEO publishes "Community Profiles" providing pertinent information about many counties in the nation.

EDA publishes "Overall Economic Development Plans" (OEDP) for 900 counties. These plans, which describe local needs, are supposed to be updated each year.

The 1960 Census, "Detailed Characteristics and General Characteristics", gives figures on migration to and from communities. It provides a breakdown by age, family status, race, the number of underemployed and seasonally employed, and earnings by job classification. It also gives the number of school years completed for each age group from age 14 upward and the employment status by sex and age for groups aged 14-65.

Work Permit records will indicate what kinds of jobs 16-and 17-year-olds have obtained.

Local school data based on national achievement tests (for instance, those designed by the Iowa Multi-Level Achievement Test or the Educational Testing Service) are helpful in evaluating achievement levels of the poor.

Data from general surveys of the populations of the target areas already conducted under the Community Action Program can be utilized wherever available.

Local and State Departments of Health, Welfare, and Vocational Rehabilitation will be able to supply much pertinent information, as will local Health and Welfare Councils, Community Chest and United Fund organizations, and groups concerned with mental health.

Groups with Special Needs

Where mental instability, alcoholism, or narcotics addiction are factors, psychiatric, psychological, and social work services will be needed to deal with these problems.

High delinquency and crime rates may present the need for special supervisors and programs with bonding services, as well as employer education for changing attitudes toward the hiring of individuals with criminal records. Legal services may be essential to keep the delinquent out of jail because of minor infractions of the law, or to protect new recruits from creditors attaching their entire pay checks.

Day-care facilities may be necessary if there are large numbers of female heads of households with young children in need of service.

In some areas, a number of persons may have skills which are not adequate to make them competitively employable. In these cases, short "brush-up" and "speed-up" courses may be all that is needed to improve their skills to the point where they will be employable. Outmoded skills can sometimes be used as the basis upon which to build new skills.

Lack of transportation may be another factor which has importance in setting up a manpower program for the poor. This is an especially serious problem in rural areas. No man can earn an adequate wage if he has no means of traveling to the sites at which a job or training is available.

The kinds of services needed by the poor will range from non-vocational "supportive" services through highly technical skill training. The full range of these services is not always essential; knowledge of the population will determine which are needed in a specific community.

D. Characteristics of Existing Programs

What is Available

A CAA should never duplicate a community service which is already available and responsive to the needs of the poor. All appropriate existing community resources should be fully utilized in a comprehensive manpower program for the poor. If an essential service does not exist, or if it is provided in such a way that it cannot be utilized by the target population, then the CAA should see to it that the missing elements are added.

Agency resources and programs of Federal financial assistance are discussed elsewhere in this pamphlet. Questions which a CAA should ask in a survey of its community's current programs are:

1. Programs for School Dropouts. Are special programs available for potential dropouts and for those who have already dropped out of school?

2. Programs Administered by Private Agencies. Private rehabilitative agencies such as Goodwill and the Jewish Vocational Service can provide important work-sampling and work-conditioning resources. Do such agencies exist in the community; if so, do they have programs of this type? Are the services of social service agencies made available to the poor?

3. Vocational Training Programs. What kinds of training are available for the poor?

4. Basic Education Programs. What basic education programs are made available to the poor under the auspices of the local board of education, the local welfare department, colleges and universities, and the public schools?

5. Work Experience Programs. Has the community taken advantage of assistance that is potentially available for such programs from the U.S. Welfare Administration (under the Work Incentive Program, originally Title V, EOA)?

6. Economic Development Programs. Is the community taking advantage of any assistance which may be available through the Economic Development Administration (U.S. Department of Commerce)? Small Business Administration?

7. Rehabilitation Programs. Are there State or county vocational rehabilitation services available for the poor and the handicapped?

8. Programs Providing Supportive Services. What medical and dental services can be adapted to provide diagnosis and treatment of the target population? Does the CAA have a legal services program? What day-care facilities are available? What vocational counseling services are available?

E. Technical Assistance

Technical assistance resources must be identified during the planning stage of a comprehensive manpower program. In examining the characteristics of the community, the CAA should identify local technical assistance resources available to each program element. University departments may be available for staff training and community survey work. Neighboring CAA's and larger CAA's may have a technical assistance capability that is available. The Office of Economic Opportunity (OEO) Regional Office can help in identifying these resources.

Technical assistance is also available from the Department of Labor where DOL programs are being operated by the CAA. Requests for DOL assistance can be made directly or through the OEO Regional Office.

If technical assistance is not available from the Department of Labor, the OEO Regional Office can also provide consultant services available under OEO national technical assistance contracts, or from the State OEO.

The Regional EDA offices are eager to provide technical assistance to stimulate new local industrial development.

Technical assistance is one of the most valuable tools available to a CAA. It ought not to be thought of as emergency treatment for a sick program, but should be planned into each program element to anticipate potential problems and ensure a smooth, coordinated program operation.

F. Evaluating Available Resources

Once the relevant community programs have been identified, the CAA will need to reach some conclusions about how well these programs are serving the poor.

The data developed in the survey of community resources will isolate and pinpoint the gaps which must be filled if a community is to have a comprehensive manpower system which will materially aid the poor. Where some devices are lacking, the CAA may need to create projects which it will itself administer or else delegate to another agency. In any event, the objective of the CAA must be to see to it that existing programs are coordinated and that all funding resources available for the kinds of services in question are utilized in order to provide maximum impact.

However, before a CAA can take the necessary steps to achieve the coordination of resources and services that constitute a comprehensive manpower program, it must fully understand the elements of a comprehensive manpower program--what they are and how they fit together. The next section of this pamphlet addresses itself to these questions.

III. ELEMENTS OF A COMPREHENSIVE MANPOWER PROGRAM

There are no rigid rules to follow in establishing manpower programs. Each CAA must search for the program design most feasible for its community--a design based on the needs of the poor and the resources available. No community will be able to develop every element of a manpower program to the optimum level and combine them into an ideally integrated program, but this should not deter CAA's from searching for the best possible manpower program for the poor within the context of the abilities, needs, and resources of their communities.

The following paragraphs describe key considerations which all CAA's should take into account in developing a new manpower program, in attempting to strengthen an on-going program, or monitoring programs supplied by other agencies.

A. Outreach and Recruitment

A comprehensive manpower program should serve not only those individuals who seek the program, but should develop special techniques to "reach out" into the community. Special care should be taken to find and stimulate the interest of potentially employable people who have little or no motivation to seek out employment services on their own. Intensive effort by the CAA may be required to overcome apathy, suspicion, and hostility among the poor.

Outreach and recruitment functions may be performed by a single agency or a variety of agencies. The objective of these functions is to reach the poor and to interest them in what the community has to offer by way of employment assistance. If such outreach is not readily available, the CAA should see to it that these functions are developed.

Outreach and recruitment functions should be carried out chiefly by nonprofessionals from the neighborhoods served by the program. Indigenous, nonprofessional workers are usually in a better position to gain the confidence of the poor, whom they understand, than are most professional people. A nonprofessional can use his own CAA employment to convince potential enrollees that the community has a program which, indeed, can help them materially. Nonprofessional, properly trained, can do this job at less cost than can professionals, and they can do it with more understanding, sympathy, and rapport with the clients.

Enrollment in manpower programs should be regulated so that no single phase of the program is swamped by enrollees. It will be helpful for the CAA to determine in advance how many persons each phase of the planned program can handle each month. If training can be provided for only 20 persons a month, for example, it would be a mistake for recruitment to exceed that number per month, except by a small allowance for dropouts and for immediate placements. Dropout rates must be carefully watched as the program progresses. A manpower program serving the poor can generally place a good part of its adult enrollees in suitable jobs immediately, without special training.

The highest dropout rates usually occur during the first five days after recruitment and during the first three months after the enrollees have been placed in jobs. A good manpower program which captures the commitment of enrollees will have a smaller percentage of dropouts than one which does not. Each phase of the program must limit its activity so that the next phase will not have to deal with a traffic jam.

B. Intake and Assessment

1. The Initial Interview

During the intake interview the applicant becomes a participant in the program. It is at this time that the applicant should be fully apprised of the nature of the program, the purpose of the interview, and of the opportunities available to him. He must understand the various educational and vocational alternatives and the implications of each; he must explicitly recognize that he retains the right of decision-making with respect to the course he will follow and that by making a decision he accepts the consequences. On the other hand, the applicant should also understand that he has the opportunity to change his mind during training and that the staff in charge of the program will not make decisions affecting his career choices without consulting him.

Too much formalized procedure at intake tends to convince the applicant that he is being exposed to just one more impractical approach to his problem, that he is in the throes of one more ineffectual effort on the part of "do-gooders." Consequently, the initial intake interview should avoid formality. A trained nonprofessional can conduct the interview and thereby better ensure its informal tone. After the enrollee has become interested a professional can begin to work with the enrollee.

The initial interview should offer encouragement and hope to the applicant and should not be overcomplicated by the participation of a variety of personnel. The nonprofessional can assume full responsibility for outlining a program for the applicant and for obtaining as much information as necessary at this point. Only a limited number of facts about the applicant are essential to complete intake procedure. In addition to name and address, the nonprofessional should record work history (where one exists), preliminary health data, emergency financial needs of the family, and educational achievement.

If the geographic area covered by the program is large the transportation difficulties of the poor must be taken into account. In urban areas, convenient neighborhood service centers will have to be maintained. In rural areas, transportation or mobile units may be required. Enrollees will be lost to the program if they have to do too much traveling before they become involved in the program.

2. Assessment

Once intake has been completed, those ready for placement or training can be measured with respect to their capabilities, aptitudes, and interests, on the one hand, and the requirements of employability, on the other hand. The primary function of evaluation is to obtain information that will be useful in planning the program for and with the enrollee. Evaluation can be undertaken at a later date for those who are not "test-ready," or evaluation can be repeated on the completion of the prevocational phase.

a. Testing. Prior to giving any tests, whether psychological, achievement, or aptitude tests, the enrollee should be assisted to become "test-ready." Revolving work crews, which give enrollees the opportunity to earn income during the testing and collection-of-data period, can be helpful. Great care should be taken to impress on an enrollee that he will not be dropped from the program on the basis of his test results, nor will test results be utilized as the sole basis upon which an enrollee is admitted to a program he chooses.

It will become apparent, in view of the intake information and the tester's observations, that in some cases testing is neither appropriate nor useful. Giving a "reading test," for example, to a known illiterate is less than useful for the purposes of evaluation, and may possibly cause harm. Moreover, the ability of the nonverbal enrollee cannot be measured adequately by commonly used written tests.

If the individual has some reading skills, a simple achievement test should be given during the first few days of the program to determine educational needs; all other tests can be advantageously delayed unless it is essential for immediate admission to training.

Generally speaking, assessment performed at the start of a program indicates the enrollee's performance at its lowest. An assessment at a later date gives better information on which to base vocational recommendations. The General Aptitude Test Battery (GATB) given by the Employment Service is usually not adequate when used alone to assess the unemployable. The GATB was designed for persons with a minimum eighth-grade achievement level and assumes that each individual will perform to the best of his ability.

Work-assessment techniques adapted from Vocational Rehabilitation are extremely beneficial in assessing the hard-core poor. These techniques elicit information about the abilities of individuals by providing them simple, simulated work tasks such as putting things together, packaging material, sorting and other activities in which performance can be measured. Enrollees can easily understand the value of such tests, which enable them to discover for themselves their own proficiencies in various tasks. If work-assessment techniques are utilized, specialists should be involved in setting up the program and evaluating the results.

b. Vocational Plans. Any vocational plan presented to an applicant should include alternatives, and should take into consideration his desires and preferences. The alternatives presented should be realistic in terms of the individual, inasmuch as the enrollee's motivation will determine his performance as much as his ability.

The program should be flexible enough to permit an enrollee to change his vocational plan if it should become apparent that such a change will benefit him.

C. Prevocational Training. Prevocational training attempts to lay the foundation upon which skill training can be effectively built. Or, for persons of more limited capabilities, it may be needed to prepare them for entry-level employment. Such prevocational training is a necessary element in a comprehensive manpower services program because the poor often have attended inferior schools for shorter periods of time than others with whom they have to compete for jobs; they may have less knowledge of the labor market and more resentment and alienation from the system.

Prevocational training may take several forms: adult basic education, work-and job-conditioning, work experience, and work-related education.

1. Adult Basic Education: Functional illiterates and those with minimal academic skills should be given the advantage of basic literacy and arithmetic programs to provide them with minimal eighth-grade level reading and sixth-grade level arithmetic skills. Enrollees who have aptitudes for higher academic achievement should be encouraged to enroll in programs which will lead them to a high school equivalency diploma and perhaps to higher education. In general, Adult Basic Education programs should give instruction in the following areas:

   a. Reading. The goal of a reading course is to develop ability to read and to comprehend at a level equivalent to that achieved by an average eighth-grade pupil and to read a manual of instruction.

   b. Writing. The goal of a writing course is to develop ability to complete applications and other employment forms clearly and legibly, to compose simple letters, and to make out orders.

   c. Arithmetic. Mastery of basic addition, subtraction, multiplication, and division, and an understanding of the practical application of these skills, such as the reading of pointer scales and the use of units of measurement and common decimals and fractions, are the goals of the basic arithmetic course. Certain skill classifications will also require simple problem-solving.

   d. Speech. The goal of a speech course is for the enrollee to understand instructions and to be understood when speaking in normal employment and other conventional situations.

   In many communities, Adult Basic Education programs are already in operation. If suitable, such programs can provide the essential educational elements. When no suitable programs exist the CAA should take steps to create such a program. Whether the CAA monitors existing programs or creates such a program, the CAA should take an active role in the determination of three basic elements:

(1) Eligibility Requirements. Eligibility for participation in such a program should, as much as possible, be preferential toward poor persons.

(2) Structure and Location of Academic Classes. The curriculum should be developed in accordance with the needs of the poor. Materials should deal with subject matter of interest to adults.

Subjects such as job-conditioning, consumer education, citizenship, or family education may be undertaken in addition to basic literacy, but should not interfere with the basic goal of the course, i.e., acquisition of reading and arithmetic facility.

Since many poor persons have negative attitudes toward the school system, the CAA should recommend that basic education classes for both adults and teenage dropouts be held in nonschool settings, such as Neighborhood Centers, settlement houses and skill training centers. CAA's should also ensure that classes are held at hours convenient for the poor.

(3) Methods of Instruction. Instruction in basic education programs should be given by competent personnel using methods applicable to the needs and limitations of those receiving instruction. Materials used in instruction should be work oriented. Conventional textbooks written for children should be avoided. Reading and arithmetic programs which are integrated with work or training experiences aid the learning process. Basic education should be scheduled in conjunction with other program elements. Better education is not only a goal in itself, but a means to an end. The enrollee learns better and more quickly if he sees the relevance of the education to the job he is seeking.

A combination of programmed instruction and traditional teaching methods may be appropriate. Programmed instruction is particularly useful in groups of enrollees who are not all at the same grade level, since each learner is permitted to proceed at his own pace.

Certified teachers will probably not be available in sufficient numbers to carry out all teaching responsibilities in basic education programs. Research and experience have shown that nonprofessionals can do an outstanding job of teaching basic education, particularly using programmed materials, if they receive careful training.

2. Work-and Job-Conditioning: Many unemployed and underemployed poor people can benefit from supervised work experience in which they can develop an "at-easeness" in the employee-employer relationship. Many need to know how to work in a cooperative effort with fellow workers, how to feel comfortable taking orders, how to accomplish a task quickly and correctly, and how to follow verbal and written directions. Some enrollees will need instruction in how to apply for employment, what to expect during an interview, and how to complete forms. Many will need to develop good work habits. Information on withholding taxes, union participation, and social security may be outside the experience of a client, but having such information can help the worker get full value for the money he earns, and thus be a more satisfied and stable employee.

   Work-conditioning (in Vocational Rehabilitation Agencies) programs can be utilized to provide essential work experience for selected enrollees in manpower service programs. Adult and youth work crews and agency placements funded under Titles I-B (Operation Mainstream, NYC, New Careers, CEP, etc.) and the Work Incentive Program (WIN) administered by the DOL, can be used to good advantage, with trained nonprofessionals serving as crew leaders. Work crews and agency assignments can be scheduled as consecutive work experiences providing gradations in work situations with less supervision and more self-reliance. Work experience for enrollees should be offered in conjunction with basic education and job-conditioning. Although a prevocational experience is useful, it is usually not adequate to train individuals to perform more than the routine duties they have been assigned, or to become competitive in the labor market.

D. Supportive Services. Many enrollees will require a variety of services indirectly related to a comprehensive manpower program if they are to take full advantage of the manpower program. For example, mothers of young children cannot leave home without child-care services; enrollees may need new glasses in order to read; transportation may be unavailable; poor health may prevent an individual from effectively assimilating training. Generally speaking, day-care services, health services, fiscal management, vocational rehabilitation services, transportation services, social casework, legal services, consumer education services--the whole gamut of supportive services--should be available when needed by enrollees.

Most enrollees in a manpower program will need counseling services; counseling of an enrollee by one person throughout the manpower program, though desirable, may provide many difficulties. It may be impossible administratively, because of the distant location of a work site, or the number of agencies involved, or because of the formation of groups for group counseling. Moreover, a single counselor is sometimes overprotective and unwilling to move an individual through a program as fast as possible.

Counseling should be task-oriented rather than individual- or personality-oriented, since most persons tend to respond better to concrete problems. Normally group counseling should be used, except in those cases where a particular problem requires individual counseling. A group--particularly a group of young people--seems to gain considerable support from their peers.

Counseling sessions should be scheduled only when needed, and should never be scheduled without a specific purpose. Regularly scheduled sessions "just to talk" do not contribute to the enrollee's ability to cope with employment problems. Group counseling that permits the individual to review what he has learned and to "digest" experience can be a fruitful developmental medium.

It must be repeated that supportive services are means of assisting the individual enrollee to clear away obstacles to meaningful employment. Good job placements often fail to last for lack of such "supports" to the newly-hired worker.

E. Skill Training. The poor cannot compete in the labor market for the better paying jobs unless they acquire occupational skills. Broad training will help the enrollee to adapt to changes he will have in employment, teach him how to apply his skills to many situations, and give him the ability to find another job if he is fired or laid off. The possession of a specific vocational skill increases his self-confidence and provides him with the conviction that he does have a valuable asset to sell to an employer. The most common method of acquiring skills is after obtaining a job. However, for many poor persons, the acquisition of a skill is a prerequisite to becoming employable. Skill training can provide access to better, higher paying jobs. It is far better to train an individual to be a welder ($160 per week), if he has the aptitude, than to find him immediate employment as a porter ($45 per week), if the job as a porter prevents his taking training for the higher skilled job.

Several factors should be considered in making a decision to place an enrollee in training or on a job: the competitive ability of the enrollee without further training, his opportunity for upward mobility, his financial need, his attitude toward training, his understanding of long-range goals, and his own native capacity.

Unless the enrollee's capacity and ability warrant no further movement, enrollees should not be trained for jobs in occupations that do not provide for upward mobility. The decision as to the choice of occupation should take into account the interest of the individual, as well as his capacity. The enrollee must be given a chance to participate in the final decision. He should be presented with alternatives from which to choose and should always be made aware of the implications of the various alternatives.

Enrollees should remain in vocational training programs as long as it takes for them to become employable in the occupational area suited to their interests and capacities.

A decision will have to be made as to which methodology should be utilized for training enrollees: institutional, on-the-job training, or a combination of the two.

In any given case, the decision should rest as much upon the job for which an enrollee is being trained as upon the characteristics of the enrollee. The decision also depends on the availability of the on-the-job training placement opportunities. Many rural areas will provide too limited a choice of possible on-the-job placements, thus making institutional training the only feasible alternative.

1. Institutional Training: Institutional training is provided in classroom or workshop situations. Institutional training is often carried out by public and private vocational schools, but can be provided by skill centers, technical institutes, or employers. Many communities have not adequately utilized employer-training capacity. Training should not be viewed narrowly, i.e., as being available only through public vocational high schools.

   Training centers should be accessible to the trainees and should be staffed by teachers, foremen, or supervisors attuned to the special needs of the poor. The physical arrangements should be as flexible as possible.

   Ideally speaking, basic education should be continued during vocational education programs. Trainees should be encouraged to continue their education as far as their interest and capacity will carry them. Where both vocational training and basic education are offered they should be integrated insofar as possible.

   Vocational training should not be planned for occupations that pay less than the Federal minimum wage. The CAA should remember that the goal of manpower service programs is to enable enrollees to rise above the minimum wage rate.

2. On-the-Job Training (OJT): On-the-job training differs from institutional training chiefly in that it relies heavily on learning by doing and by supervised work experience. On-the-job training done by the employer can be effectively combined with institutional training, thus utilizing the strengths of both methods. This combination is usually referred to as coupled-OJT.

Employers should be prepared for their part of OJT by the CAA staff or other prime contractors to assure that there is substantive training content in on-the-job training. Unless there is careful planning and conscientious follow-up, there may be little or no training. If there is any indication that an employer is exploiting a trainee or that a trainee is working without receiving specified training, the trainee should be transferred to another employer.

Follow-up support to on-the-job training enrollees should always take the form of personal visits, rather than telephone calls.

Such follow-up can be carried out by nonprofessional workers if they have been carefully trained. It is generally preferred that counselors themselves not be assigned to make direct visits to a work site, but rather that visits to the employer be made by the placement officer. Visits at regular intervals are in order to assure that the employer is satisfied with the work performance of the trainee and to determine that the training component of the OJT contract is being followed. Ultimate responsibility for training effectiveness lies with the prime contractor.

In some cases it will be necessary to sell the concept of on-the-job training to employers. CAA's may set up business and industrial advisory committees, ask for assistance from labor unions, businessmen's clubs (Elks, Kiwanis, etc.), develop training sites, contact small employers, and develop OJT-coupled projects as part of a selling campaign to encourage employer participation.

CAA's can seek on-the-job training opportunities without support of Federal funding, particularly in areas where employers are in acute need of manpower.

F. Job Development. Opportunities for jobs and OJT are not always available to the poor. Jobs which are available may be marginal in character and may not provide an opportunity for an individual to rise above the poverty line. CAA's should seek to remove barriers and change policies which block the poor from opportunities for employment and training. Industry, organized labor, and the civil service will have to change some of their basic entry requirements if the poor are to have access to many jobs now withheld from them. Such changes will not take place unless a determined effort is made in concert with local business, industry and labor leaders. Where several manpower programs exist in a single community, agreements between local agencies should be worked out to avoid unnecessary and confusing duplications of job development effort, overworking some employment sources and overlooking others.

Information gathered in job development will indicate what kinds of workers are most needed, what industries are expanding, etc. Specific training programs should be developed to meet these needs.

Long-range employment should be the goal. Unemployed and underemployed poor people should not be trained in skills for which the number of job openings is decreasing or which are likely to be in demand only temporarily. They should be trained for jobs where they can switch easily from one kind of job to another with a minimum of retraining.

G. Job Placement. Since counseling and placement are often viewed as different functions, professional staff serving as placement officers may be different persons from the counselors. While the counselor should identify with the trainee and interpret the employer to him, the placement officer should identify with the employer and interpret the trainee to him.

Counselors and placement officers should cooperate in determining the best job for each individual, both keeping in mind that the perfect job does not exist for everyone. Counselors should inform placement officers of the need for a specific kind of job, based on the needs of the individual completing training.

The primary objective for job placement officers should not be merely to place enrollees in jobs, but rather to find a job for which the enrollee has been trained, which will provide for upward mobility. These factors must be considered, but no single factor can be the major determinant.

H. Follow-up. The real test of employability is whether or not an individual can hold a job after he has been hired. During the transitional period, until the trainee is fully self-reliant, follow-up service should be readily available to him.

No manpower program can prepare an individual for every problem he will face on his job. Follow-up support should be available from the manpower program for a minimum of six months after the enrollee has completed the program so that the CAA can ensure that the enrollee learns how to deal with employment problems as they arise.

A sensitive nonprofessional worker—often called a coach—can perform this job well. If and when problems arise, he can set up whatever meetings seem appropriate between the counselor and the enrollee or the placement officer and the employer.

Follow-up visits by the "coach" might be scheduled weekly for the first six weeks, every other week for the next six, and at least once a month for the balance of the first six months of employment. The visits need not be of long duration and can be made at home as well as at the job site. The nonprofessional giving follow-up support will thereby be able to spot problems before they get out of control. If the worker is about to be fired, or wants to quit, the nonprofessional should immediately involve the counselor.

The employer as well as the employee should be visited at the work site and the foreman consulted occasionally, provided that this practice does not antagonize the employer or employee. Since the objective of the manpower program is to make unemployed persons employable and to upgrade skills of underemployed persons, the program staff should be prepared to give the necessary time and effort required for full support.

I. Business Support. It is essential that local industry and business be involved in the CAA's manpower program. Among other resources the CAA should seek to involve the local Chamber of Commerce, personnel managers associations, individual businessmen and union leaders. In larger cities the CAA's should work closely with the JOBS Program of the National Alliance of Businessmen. These groups must recognize that they have a critical role to play in the comprehensive manpower program. They are the "door-openers" for job development and training opportunities.

One approach could be for the CAA to set up a Business Advisory Committee utilizing a retired or relatively free member of the local Chamber of Commerce as chairman. In effect he would become an integral part of the CAA staff and would coordinate his activities closely with the job development and placement units.

Once having developed a Business Advisory Committee the CAA must not allow it to become just another committee. Experience in many parts of the nation proves that local industry will cooperate and provide valuable manpower-related services to CAA's if they are provided with planned, meaningful tasks and not allowed to fall into a pointless, frustrating, once a month meeting routine.

J. Self-evaluation and Feedback. Built into every step of the comprehensive manpower process must be a method for evaluating performance. Thus, regular review can result in further streamlining of the intake process to cut down on the applicant's waiting time for program induction.

Case conferences on a scheduled basis between counselors, job developers, placement staff and community aides can bring to light unmet needs and improvements in service delivery to applicants.

No comprehensive manpower program can be considered a perfect model. It must provide for formal and informal review and adjustment. Flexibility ought to be planned into every manpower effort.

AN EMERGING COMPREHENSIVE MANPOWER PROGRAM

A comprehensive community manpower program for the poor is one which (1) weaves into a single comprehensive program design the various services provided by community agencies, and (2) coordinates the individual service projects so that the participating agencies will provide all the necessary elements of assistance without duplication.

The design of the comprehensive manpower program best suited to the needs of the poor of a particular community is a difficult, complex task, and one which no single agency should undertake alone. Different local groups and local and State agencies can contribute different kinds of information and knowledge to the design. A CAA will provide the most effective service to the poor if it links its services with those of other manpower agencies from the outset.

Comprehensive community manpower programs for the poor are expensive. No single local or State agency, regardless of its funding source, has sufficient resources to mount and maintain all essential manpower services. A CAA determined to do its job will design the projects it administers to dovetail with those run by other groups and agencies, and will press these agencies very hard to do the same.

In order to provide the full range of services necessary to make the poor employable, communities should take advantage of Federal financial assistance under a number of different programs administered by a number of Federal and State agencies. The CAA can contribute greatly to the objective of comprehensive manpower programs for the poor by insisting on coordination by these various agencies to ensure the best possible utilization of all available funds, and to provide the best and most efficient services possible for the benefit of the disadvantaged. To do this requires the inclusion of trained manpower personnel on the CAA staff.

The next section of this pamphlet describes existing interagency agreements relating to manpower programs, recommends methods to achieve effective working relationships where no interagency agreements exist, and describes the various manpower programs in which a CAA may function as an effective coordinating mechanism at the local level.

IV. COORDINATION OF MANPOWER RESOURCES

The Community Action Program, as advocate of the poor, has the responsibility to provide for effective utilization of all the diverse elements of a comprehensive manpower effort.

Numerous resources must be utilized to provide the large array of services that may be required for an individual to get and keep a job at an adequate rate of pay, under reasonable conditions of work. These resources are scattered among many different programs administered by many different agencies. Maximum efficiency in their use requires that they be coordinated in a program which offers disadvantaged Americans a practical alternative to poverty.

Welding the services of the different agencies established by the complexity of present manpower legislation into a single efficient effort is admittedly a difficult task. It requires constant dedication and hard work on the part of many members of the community. The task requires both a deep commitment to the poor and a flexibility to work with people of divergent opinions. The coordinating role is the most important single means available to a CAA in its effort to move existing institutions in the local community toward greater responsiveness to the manpower needs of the poor.

A. Interagency Policy Agreements. To help carry out the intent of existing legislation, some of the Federal agencies which administer programs of financial assistance to communities for provision of manpower services have agreed upon procedures to facilitate coordination at the local, regional and national levels. Key provisions of the agreements which affect CAA's most directly are set forth below. When agreements regarding certain key programs have not yet been effected at the Federal level, CAA staff personnel must endeavor to arrange practical and effective working relationships in their own communities by negotiating with their counterparts in other agencies.

B. Checkpoint Procedures. Checkpoint procedure agreements have been negotiated by the Office of Economic Opportunity with the Departments of Labor and Health, Education, and Welfare, covering Title I-B (NYC, Operation Mainstream, New Careers, CEP) and other programs.

Checkpoint procedure agreements ensure that CAA's have an opportunity to review and appraise applications by other local agencies for Federal assistance for community manpower service projects, prior to Federal funding of such projects for a local area. If a project proposal does not indicate that the manpower services to be provided by the project are coordinated with those provided for the poor elsewhere in the community, the CAA can and should recommend a modification or rejection of the application.

Such recommendation should be reported promptly to the appropriate OEO-CAP Regional Office. If the OEO Regional Office cannot find a solution, the problem should be referred in writing to OEO-CAP Headquarters for resolution at the Federal level. (Cf. OEO Instruction 6342-1, part H.)

C. Cooperative Area Manpower Planning System

The Cooperative Area Manpower Planning System (CAMPS) is the planning mechanism which was established in 1967 to coordinate all manpower programs at local, state, regional and national levels. The Office of Economic Opportunity is one of the eight Federal[1/] signatories to the CAMPS issuances.

Programs designed to improve the employability of the Nation's manpower resources have proliferated in Congress. Federal laws providing skill training and other manpower development programs have been added to such basics as the National Apprenticeship Law (1937), the Smith-Hughes Act (1917), and the George Barden Act (1946). The Manpower Development and Training Act of 1962, the Vocational Education Act of 1963, and the Economic Opportunity Act of 1964 are important legislative efforts which have introduced a broader concept to the resolution of manpower problems. The Job Corps, Neighborhood Youth Corps, Work Incentive Program, Adult Basic Education, expanded adult education,

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[1/] Office of Economic Opportunity; Department of Labor; Department of Health, Education, and Welfare; Department of Commerce; Department of Housing and Urban Development; Department of Agriculture; Department of the Interior; Civil Service Commission post-secondary vocational training, the expanded Vocational Rehabilitation programs, the Concentrated Employment Program (CEP) and Model Cities are all aimed at solving portions of the Nation's manpower problem.

Concern is frequently voiced about confusion, duplication, and gaps in services offered. As a result, the intended beneficiary may be at a serious disadvantage as he attempts to locate and participate in that program best suited to his individual need. Many with the greatest need for services may be entirely overlooked.

To promote further inter-agency coordination at all levels of administrative responsibility, the Federal administrators of major manpower and related programs agreed to engage in cooperative planning and implementation of program activities for each fiscal year, through CAMPS. The focal point for joint effort is necessarily the local area where the manpower services and clients come together.

CAMPS is national in scope, providing all agencies concerned with manpower an opportunity to engage in a dialogue about manpower and related problems and activities and their impact on agreed-upon goals. It furnishes a vehicle for a systematic exchange of information among agencies about resources and a means for rational, mutually agreeable adjustment and/or harmonizing of services provided to particular groups by the various programs. Its benefits include maximizing the numbers of persons served and better matching of services offered with the requirements of individuals. Sound and integrated programming of manpower services overcomes problems of unfilled program slots and high dropout rates.

Under this cooperative arrangement, overall coordinated plans of operation for each year will be developed by each agency for the provision of services for which it is administratively responsible, in concert with the other participating agencies. Operating plans of the cooperating agencies are to be put together to describe a comprehensive plan of action for each geographical jurisdiction.

All agencies are expected to fully and completely exchange information on needs of client groups, expected program resources, and possible ways of meeting needs, and to mutually structure their operating plans, within the limits of statutory authority so as to avoid duplication and achieve maximum effectiveness in serving intended clients.

These developments vitally affect the role of OEO and CAA in manpower and demand the active and forceful participation of both Headquarters and Regional staff and, most importantly, of each CAA, in the CAMPS planning process. To have impact at the local level CAA's must attend CAMPS committee meetings with unswerving regularity.

D. Community Program Areas and Comprehensive Work and Training Programs

Title I-B, EOA, sections 121, 122 and 123 are must reading for every CAA. It provides for the designation of Community Program Areas (CPA's) for the purpose of planning and conducting Comprehensive Work and Training Programs (CWTP). For each CPA a Prime Sponsor (PS) will be designated to receive all manpower funds under Section 123. In effect, all OEO delegated funds will be funneled by DOL through the CWTP prime sponsor. If the CAA's are to have the primary role in community manpower programs, it is important that CAA's become Prime Sponsors of CWTP's.

OEO and DOL have agreed that a CAA in each CPA will be the prime sponsor, unless the CAA chooses not to be, or is clearly incapable of the job. In any case where exception is taken to the CAA as prime sponsor, checkpoint procedures will be instituted. Details of the OEO/DOL agreements are explained fully in OEO Instruction 6342-1, dated November 15, 1968. A copy of this issuance is provided in Appendix D.

V. MAJOR FEDERALLY SPONSORED MANPOWER PROGRAMS

A. United States Training and Employment Service (USTES)

The public employment service system in this country is a combined Federal-State system, operated with 100 percent Federal financing. Until recently, this network of State agencies was directed by the United States Employment Service, an arm of the Bureau of Employment Security of the U.S. Department of Labor.

As of March 21, 1969, the Secretary of Labor effected the reorganization of the Manpower Administration, DOL. The new administration established a single new component, the U.S. Training and Employment Service (USTES) to handle all employment, work-experience and training programs that are the responsibility of the Department of Labor. USTES now combines the major program activities of the U.S. Employment Service and the Bureau of Work-Training Programs. (The Bureau of Employment Security, as well as BWTP, was abolished by this reorganization order.)

In all locally operated manpower programs, DOL delegates to the USTES responsibility for recruitment, screening, testing, and referral of clients, as well as job development, job placement and follow-up. Under the newer arrangement, USTES will also administer such programs as on-the-job training under the Manpower Development and Training Act; New Careers; Operation Mainstream; Neighborhood Youth Corps, Work Incentive Programs, Apprenticeship Outreach; Concentrated Employment Programs, and Job Opportunities in the Business Sector, with the National Alliance of Businessmen.

No matter how convenient and attractive an employment office may be, it can achieve maximum effectiveness only if its services are actually utilized by those who most need the services. The outreach efforts of a community action program have been found to be invaluable in involving unemployed individuals in manpower programs, individuals who ordinarily would not utilize a local Employment Service office. Employment Service personnel may be out-stationed in CAA neighborhood centers and other CAA facilities in order to provide their services to the poor on a decentralized basis and in conjunction with the other services available through the Community Action Program. The Department of Labor and OEO agree that these programs and the Community Action Program shall be closely coordinated at the local level.

B. Neighborhood Youth Corps (NYC)

The Neighorhood Youth Corps (NYC) was established by Title I-B of the Economic Opportunity Act of 1964 to provide useful work experience opportunity to unemployed youth, especially those ages 16 through 21, both in school and out of school. The NYC program is administered by the Manpower Administration of the U. S. Department of Labor. Its objectives are to improve the employability of its enrollees by enabling them to develop sound work habits, to learn basic skills, and to acquire a record of successful work experience.

The NYC program for youth enrolled in school is not a major element in a community manpower program, because it does not directly prepare youth to participate in the labor market. However, out-of-school youth constitute one-third of those served by NYC, and the program can do much to encourage these enrollees to return to school and prepare to enter the labor market.

The Department of Labor and OEO have effected an interagency agreement on the NYC program which provides that CAA's are eligible sponsors for NYC projects. In development of out-of-school projects, NYC Regional Offices will give first consideration to those sponsored by a CAA, and in all areas where there is a CAA, NYC projects must be coordinated with the CAA.

At a minimum, this means that all applicants for NYC grants must consult the local CAA during the development and operation of a NYC project, so that the CAA may determine whether the project will be effectively coordinated with other community programs providing services to the poor.

C. Manpower Development and Training Act (MDTA) Program

The Manpower Development and Training Act (MDTA) of 1962, as amended, is another major national resource for manpower training programs. Operational responsibility is assigned to the Secretary of Labor and the Secretary of Health, Education, and Welfare.

Within the Department of Labor, the USTES is in charge of selection of participants and occupations for all training conducted with MDTA funds and the payment of training allowances. On-the-job training (OJT) is directed by the USTES. Institutional training is conducted under the direction of the Office of Vocational Education, HEW.

Since MDTA is a State-Federal effort, operational responsibility is delegated to State Employment Security agencies and State Offices of Vocational Education.

The State Offices of Vocational Education are responsible for the development of programs of institutional training under MDTA. Where public facilities or training cannot be provided (or can be provided elsewhere more inexpensively), HEW may select other training resources.

There are three basic types of MDTA training programs:

1. Institutional
2. OJT
3. OJT-Coupled

   a. Institutional training is conducted in classrooms or training centers, by public or private agencies. Eligible persons who need some type of prevocational training before they can profitably pursue occupational training are assisted in special classes.

   The local Employment Service Office must make a determination as to whether or not there is a need or demand for the skills in which the enrollees are to be trained. The State Office of Vocational

Education has responsibility for determining how the recommended training is to be done, and by whom.

b. On-the-job training is conducted under contract agreements between the USTES and private employers or other suitable agencies. The OJT program provides learning in an actual work situation and is designed to a) provide to unemployed persons the skills needed to obtain jobs and b) upgrade the skills of the underemployed, to enhance their earning ability, or c) provide to workers the opportunity to train for jobs in industries where a manpower shortage exists.

Persons enrolled in OJT programs receive wages from the employer in accordance with the area's prevailing wage levels or with existing union agreements. In no case may the trainee be paid less than Federal minimum wages. Federal funds pay the employer for the cost of training, such as supervision, breakage and waste of material.

USTES develops many of its own contracts with large employers by direct negotiation. It also enters into prime contracts with public or private nonprofit agencies, including CAA's, interested in developing OJT programs for small employers.

Community Action Agencies can obtain such prime contracts to obtain funds to enter into sub-contracts with local employers for OJT. This offers one of the ways for a CAA to assist in providing vocational training in conjunction with other services, as part of a comprehensive manpower program.

Whether a CAA is the sponsoring agency for an OJT program or coordinates CAA manpower projects with an OJT program operated by another organization, it can provide supportive services to those in the program.

The CAA can enlist trainees through outreach, provide prevocational training for trainees to prepare them for their OJT placements, develop an OJT preapprenticeship project as a first step in a regular apprenticeship program, and make contacts with employers to elicit their interest in participating in such a program.

The CAA should make sure that training standards are met in any OJT project it undertakes to sponsor or helps to develop. The important questions it must answer include the following: Will the training gradually increase in complexity to provide maximum training benefit to the trainee? Are there evident job opportunities for the trainee upon completion of training? Can local employers develop sufficient expertise to be utilized as ongoing training resources? By whom will follow-up services be made available to the trainee? To the employer?

c. OJT-coupled projects provide for coupling OJT with supplemental or related instruction, as well as basic education, prevocational training, or preapprenticeship training to fit the training needs of the individual. Some OJT-coupled projects are industry-school projects, similar to the regular vocational educational programs (four hours in school and four hours in OJT, or one week in class and one week in OJT). This is an important developing aspect of the MDTA program.

Many CAA's already administer projects which provide supportive services that can be profitably coupled with OJT or operate in communities where such services are provided. Most poor youth and many adults will need one or more of these additional services in order that their on-the-job training placement will be successful.

D. Concentrated Employment Program

The Concentrated Employment Program (CEP) was initiated late in FY 1967 to bring together in one unified effort all the various manpower programs administered by the Department of Labor which can help people in the severest unemployment areas in urban and rural America.

The Concentrated Employment Program sets up procedures for seeking out the disadvantaged unemployed, counseling them and providing health and remedial education services and manpower training in order to enable them to find meaningful employment. To accomplish this, CEP, under the direction of the Manpower Administration of the Department of Labor, combines the optimum mix of resources from several separately authorized and funded programs into a single project with a local sponsor. This concentrates available manpower resources on a specifically defined target area so as to produce an appreciable effect. Nevertheless, agencies operating in a CAMPS area are expected to maintain their efforts in the non-CEP parts of the area.

Sponsorship of a Concentrated Employment Program is presumed to lie with the local Community Action Agency. The State Employment Service, as presumptive deliverer of manpower services, is responsible for providing manpower services, such as outreach, intake, counseling, referral, follow-up and job placement. Department of Labor programs which are integrated to achieve the concentration of resources needed for a successful CEP include MDTA, Neighborhood Youth Corps, Operation Mainstream, New Careers, Comprehensive Work and Training, Work Incentive (WIN), ES-HRD and the new JOBS program. In addition, linkages with programs of other agencies are sought to provide a truly comprehensive approach to solving complex manpower problems.

Central to the CEP concept is the emphasis on "no dropouts." If a participant is unsuccessful in one phase of the program, he will be worked with, coached and encouraged to enroll in some other phase. An intensive individual approach is carried out through a central intake and orientation center, easily accessible to area residents, where registration, counseling and testing, development of individual employability plans, and orientation will be provided, and from which participants will be referred to work and training programs or to permanent jobs.

The center will offer the following supportive services, even though in some instances the service may not be located in the center:

- Intensive, aggressive, and concerted outreach and recruitment among the target population.
- Individual employability planning, developed for each participant including all the steps necessary for total preparation for work.
- Job orientation with instruction in grooming, health habits, job hunting, budgeting, consumer education and work attitudes.
- Continuous counseling and coaching including coaching during the first stages of permanent employment so that at every point along the way to stabilized employment the individual is given the support he needs in order to succeed.
- Skill training and basic and vocational education programs adequate to meet the needs of the target population.
- On-the-job training or work experience in employing establishments.
- Linked medical, social and other services operating in or near the target areas. Servicing agencies are encouraged to outstation personnel at CEP centers or nearby facilities to provide services and expedite referral for such services.
- Job development and placement services for those who are immediately ready for employment and for those who have received the required services. Emphasis is placed on the development of permanent, competitive job opportunities in the private sector.
- Post employment follow-up and recycling of those who fail to adjust to their jobs.

E. Job Opportunities in the Business Sector (JOBS)

The JOBS Program is a national effort to get private industry to employ and train the hard-core unemployed in the nation's one hundred and twenty-five largest cities. Leadership for the program is provided by the National Alliance of Businessmen (NAB). The Alliance was formed in

1968 by a number of prominent business-industrial leaders, at the request of President Johnson, to stimulate nationwide efforts by private employers to hire and train the disadvantaged.

The JOBS program operates nationwide through the eight regional offices of the Manpower Administration and through metropolitan offices in the selected JOBS cities.

At the national level and in the JOBS cities, the effort is organized around three key executives: an overall director, a manager of job procurement and placement, both provided by private industry, and a manager of recruiting and government programs ("NAB Manpower Coordinator"), provided by the Department of Labor. The manager of job procurement and placement obtains commitments from the area businessmen to hire and train the recruits. The Department of Labor person is the focal point for utilizing the resources of the community to recruit hard-core unemployed for marshalling the services they need to become employable.

The Employment Service is charged with utilizing CEP enrollees as a first priority in recruitment for the JOBS program.

A CAA can easily determine if there is a JOBS program in his area from the local Employment Service office.

A CAA may contract directly with employers to provide the supportive services required by JOBS enrollees. Contracts of this type can include transportation, day care, job-related basic education, etc. Many JOBS employers will not want to get involved in these areas, but money for supportive services is available.

F. Work Incentive Program (WIN)

Sponsored generally by the State and local Employment Service, the Work Incentive Program is designed to coordinate social service and manpower efforts to expand work and training programs for recipients of Aid to Families with Dependent Children (AFDC) and to children of unemployed parents (AFDC-UP). WIN participants are expected to receive training and other supports from CEP or other EOA I-B programs.

G. Model Cities

The Model Cities Program is designed to demonstrate how the environment and general welfare of residents of slum neighborhoods can be substantially improved in cities of all sizes and in all parts of the country. It calls for a comprehensive attack on social, economic, and physical problems through concentration and coordination of Federal, State and local public and private efforts. The Department of Housing and Urban Development (HUD) is the sponsor.

In FY 1968, planning grants were made to 75 cities to undertake comprehensive Model City planning. During FY 1969, $200 million in supplemental grants and $100 million in urban renewal funds will be divided among the 75 cities to put their plans into operation. In addition, a second generation of about 75 cities will be awarded $12 million in comprehensive planning grants during FY 1969.

One of the primary goals of the Model Cities Program is to reduce unemployment and underemployment so that all Model Neighborhood residents can maintain a decent standard of living through sufficient, dependable incomes. The Model Cities Program must provide maximum opportunities to employ residents in all phases of the program and enlarge opportunities for work and training.

CAA's having Model Cities within their target areas are urged to coordinate closely with the Model Cities Director. The CAA should have representation on Model Cities Planning Committees and may also develop agreements with Model Cities to dovetail CAA/Model Cities components such as outreach and day care.

H. Office of Economic Opportunity

The Economic Opportunity Act of 1964, as amended, provides OEO with the opportunity of stimulating the provision of manpower services for the poor in several ways. These have been discussed in Section I of this booklet. In addition, under Title I-A, OEO administers[2] the Job Corps, with an annual enrollment of 30,000-35,000 young men and women. Title I-B funds delegated to the

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[2] As of July 1, 1969, administrative responsibility for the Job Corps will be given to the Department of Labor, by order of the President.

Department of Labor are used primarily for the Neighborhood Youth Corps, the Concentrated Employment Program, and the JOBS program. Some I-B funds are directed by Labor into Operation Mainstream and New Careers projects across the country.

Under Title I-D of EOA, funds are available for the Special Impact Programs, aimed at alleviation of chronic unemployment. In 1969 these funds were split between OEO, DOL, and the Small Business Administration, with each agency directing a small number of local program grants.

Since joblessness and inadequate income characterize the poor wherever they are found, many local CAA's have developed some form of manpower services in their Community Action programs, under Title II funding. In early 1969 approximately 300 local CAA's were reported to have included manpower functions in their programs, ranging from one-man units to seek jobs for individuals to full-blown comprehensive programs providing for recruitment, screening and diagnostic services, pre-vocational training, basic education, skill training, job development and placement.

On a more limited scale, other OEO funds are used to stimulate manpower services for two special groups of citizens, agricultural migrants and American Indians. Usually these services are built into broad-gauged community programs - in contrast to a specific manpower project - to provide basic educational, health, and economic assistance to migrants, to assist them to "leave the stream" and settle into steady dependable employment. With some project exceptions, OEO services to American Indians are family and community-oriented with accents on education, pre-vocational and vocational training, and economic development. Funding of this migrant work is through EOA, Title III-B; the Indian programs through II-B.

Two special programs within the wide range of services stimulated by OEO merit mention. These are described below.

1. Opportunities Industrialization Centers

The OIC program, patterned after a model first developed in Philadelphia, emphasizes minority group leadership (primarily Negro, often clergymen) and extensive use of volunteer and industry assistance to recruit unemployed workers who ordinarily have not been attracted to public agency programs, to provide them with motivational and basic work orientation in a "feeder" center and occupational training in skill development centers, and to arrange placement with cooperating employers. Regular MDTA funds, MDTA-E&D money, and national unapportioned MDTA funds, plus Office of Economic Opportunity funds, are now supporting operations of OIC's in the 18 cities listed below. Part of these funds are being channeled to the OIC's through the local community action agency. Additional OIC's in other cities are receiving financial support as part of Concentrated Employment Programs or directly from the local Community Action Agency or other local sources.

Arkansas: Little Rock
California: Los Angeles, Menlo Park
District of Columbia: Washington
Florida: Jacksonville
Minnesota: Minneapolis
Nebraska: Omaha
New Jersey: Camden
Ohio: Cincinnati
Oklahoma: Oklahoma City
Pennsylvania: Erie, Harrisburg, Philadelphia
Texas: Dallas
Virginia: Roanoke
Washington: Seattle
West Virginia: Charleston
Wisconsin: Milwaukee

NOTE: OEO does not anticipate having funds for any new OIC programs in FY 1970. This program is listed as a resource of ideas, experience, and possible technical assistance to the local CAA's.

2. Operation SER

The Operation SER[3] program, developed by major Spanish-American organizations, seeks to develop manpower program activities which focus particularly on the Spanish-American minority, and includes some direct participation by Spanish-American organizations themselves. The Operation SER staff, which develops and provides technical assistance for such programs, is jointly supported by the Office of Economic Opportunity and the Department of Labor.

Operation SER is found in 11 major urban areas, largely in the Southwest, with large concentrations of Spanish-American population. In these cities it has developed, or is in process of developing manpower programs (either as an identifiable part of established programs or as additional separate programs) to provide information, work orientation, literacy and skills training, and placement assistance services geared particularly to Spanish-Americans. The following states and cities are involved:

Arizona: Phoenix
California: Bay Area, Los Angeles, Santa Ana and San Diego
Colorado: Denver
New Mexico: Albuquerque
Texas: Corpus Christi, El Paso, Houston and San Antonio

NOTE: No new SER programs are contemplated by OEO in FY 1970.

I. Economic Development Administration (Department of Commerce)

The Public Works and Economic Development Act of 1965 is designed to promote economic growth in those areas designated as having substantial, persistent unemployment, low incomes, or high outmigration.

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[3] Service, Employment, Rehabilitation

The purpose of this program is to bring new industry, or to expand existing plants, thereby creating new and permanent jobs for the disadvantaged of the designated area.

In the designated areas, the following forms of assistance are available under EDA:

1. Grants and loans of 50 to 80 percent for public works and facilities which foster economic development.

2. Low-cost loans to business firms for expansion or establishment of new plants.

3. Technical assistance grants for studies designed to uncover needs or solutions to industrial development problems or to make available needed expertise to the area.

4. Grants of 75 percent of the cost of planning or administering local economic development programs. A prerequisite to any form of assistance is the constitution of a local committee to formulate an Overall Economic Development Plan (OEDP).

5. MDTA grants of 100 percent of the cost of training or retraining residents of an area designated for redevelopment. Such grants are contingent upon linkages to economic development programs and are funded under Section 241, MDTA. Funds are not apportionable among the states.

   Since one of the major objectives of the EDA program is to provide the unemployed and underemployed with jobs, EDA requires beneficiaries of EDA assistance to assure job preference to the locally unemployed or underemployed. EDA, therefore, has a continuing interest in training as a tool to further its objectives.

   Other potential funding resources are listed in Appendix A by program title and sponsoring agency.

VI. CHECKLIST FOR COORDINATING RESOURCES FOR MANPOWER PROGRAMS

The lists which follow can be used as a guideline for surveying resources, both local and Federal, in setting up or monitoring a comprehensive manpower program. Many of the agencies listed will be able to contribute parts of a coordinated program. However, none can be expected to plan, staff and operate an entire program.

Resources are presented under the program element for which they should prove most useful.

A. Outreach and Recruitment

CAA Neighborhood Service Centers and Employment Centers

State Employment Service, including their Youth Opportunity Centers and Rural Mobile Units

Opportunities Industrialization Center (OIC) - selected cities

Welfare Departments

Schools

Private Social Service Agencies

Police and Courts

Local Neighborhood Organizations and Churches

B. Intake and Assessment

CAA Neighborhood Service Centers and Employment Centers

Schools (for Dropouts)

Community Centers

Public Housing

State Employment Services, including their Rural and Mobile Units

Youth Opportunity Centers

Opportunities Industrialization Center

Settlement Houses

Welfare Departments

Other Private Social Service Agencies

C. Prevocational Training

Adult Basic Education Programs - Schools and Universities

Title III, Elementary and Secondary Education Act of 1965

Neighborhood Youth Corps

Manpower Development and Training Act (local ES)

Community Action Program (Titles II and III-B, Economic Opportunity Act)

Opportunities Industrialization Center

D. Supportive Services

CAA Neighborhood Centers

Private Social Agencies

Division of Vocational Rehabilitation

Medical Associations

Neighborhood Health Centers

State Employment Service

Welfare Department (City and State)

Farm Associations

Business, Industrial, Union Groups

E. Skill Training

Community Colleges

Schools

Private Vocational Schools

Employers' (or Union) Training or Educational Programs

Division of Vocational Rehabilitation

Technical Institutes

Skill Centers

Private Agencies (CAA, YMCA, etc.)

Indigenous Groups (OIC, Blazer Council, etc.)

Work Study Programs (Vocational Education Act)

Tribal Councils

Civil Service

Opportunities Industrialization Center

F. Job Development

Employment Service

Community Action Agency

National Alliance for Businessmen

Opportunities Industrialization Center

Economic Development Agencies

Management Consultant Firms

Union Research Divisions

Trade Associations

Urban Coalition

Farm Associations

Chamber of Commerce

Personnel Managers Association

G. Job Placement

CAA Neighborhood Service Centers

Employment Service and their Youth Opportunity Centers

Vocational Rehabilitation Agencies

Civil Service Personnel Office

Opportunities Industrialization Center

Newspaper Ads donated by newspapers, civic groups, etc.

Urban League

Unions

Private, nonprofit employment programs

Trade Associations

Employer Groups

Businessmen's Clubs

H. Follow-Up

CAA Neighborhood Service Centers

Opportunities Industrialization Center

Volunteers

Placement Personnel

Youth Opportunity Centers and Employment Services

Private Social Agencies

Professional Counselors

I. Business Support

See listings under Job Development and Job Placement.

J. Self-Evaluation and Feedback

Local or nearby Colleges, Universities

Professional Volunteers from Private Social Agencies, Business, Industry

Neighborhood resident groups, advisory councils, etc.

APPENDIX A

Federally Sponsored Manpower-Related Programs

Office of Economic Opportunity

Program Title	Administered By
Community Action Program (Manpower Services) Economic Opportunity Act Title II	Community Action Program
Manpower Research and Demonstration Program Economic Opportunity Act, Title II, Section 232	CAP, Research and Demonstration Division
American Indian Program Economic Opportunity Act, Title II, Sec. 221, 222	CAP, Indian Division
Job Corps Economic Opportunity Act, Title I	Job Corps
Assistance to Migrants and Seasonal Farm Workers and their Families Economic Opportunity Act, Title III-B	CAP, Migrant Division
Special Impact Programs Economic Opportunity Act, Title I-D, Sec. 151	CAP, Economic Development Branch Policy and Evaluation Division

Department of Labor

Concentrated Employment Program	Office of the Manpower Administrator
National Apprenticeship Program National Apprenticeship Act	Bureau of Apprenticeship and Training, Manpower Administration

Department of Labor (Cont'd)

Program Title	Administered By
United States Training and Employment Service Program, (including Human Resource Development, apprenticeship information centers (with BAT), Farm Labor Service and veterans employment service (with Veterans Employment Service). Wagner-Peyser Act	Manpower Administration
Manpower Development and Training, Manpower Development and Training Act of 1962 Title II	Manpower Administration
- Institutional Training Program	Manpower Training, Bureau of Adult and Vocational Education, Office of Education, HEW
- On-the-Job Training Program	Manpower Administration
- Coupled Institutional and OJT Program	Manpower Administration; Bureau of Adult and Vocational Education, HEW
- Experimental and Demonstration Program Title I, MDTA	Office of Special Manpower Programs, Office of Manpower Administrator

Department of Labor (Cont'd)

Program Title	Administered By
- Manpower Problems Research Program Title I, MDTA	Office of Manpower Research, Office of the Manpower Administrator
Community Work and Training Program, Economic Opportunity Act Title I-B, Section 121 (a) (3) (4) (Operation Mainstream and New Careers)	Manpower Administration
Neighborhood Youth Corps Economic Opportunity Act, Title I-B, Section 123 (a) (1) (2)	Manpower Administration
Special Impact Program Economic Opportunity Act, Title I-D, Section 151	Office of the Manpower Administrator
Work Incentive Program, Social Security Act, Title IV	Manpower Administration (in cooperation with the Social and Rehabilitation Service, HEW)

Civil Service Commission

Bureau of Recruiting and Examining, Regional Office	Civil Service Commission

Department of Commerce

Program Title	Administered By
Public Works and Economic Development Program Public Works and Economic Development Act; Manpower Development and Training Act, Title II, Section 241	Economic Development Administration

Department of Health, Education, and Welfare

Adult Basic Education Title III, Elementary and Secondary Education Act, as amended	Bureau of Adult, Vocational and Library Programs, Office of Education
Manpower Development and Training Act, Institutional Training Program Coupled Institutional and OJT Program	Bureau of Adult, Vocational and Library Programs, Office of Education (in cooperation with Manpower Administration, USDL)
Vocational and Technical Education Programs Vocational Education Act; George-Barden and Smith-Hughes Acts; Appalachian Regional Development Act, (Appalachian States only)	Bureau of Adult, Vocational and Library Programs, Office of Education
Vocational Rehabilitation Program, Vocational Rehabilitation Act	Social and Rehabilitation Service, Rehabilitation Services Administration

Department of Health, Education, and Welfare (Cont'd)

Program Title	Administered By
Work Incentive Program, Social Security Act, Title IV	Social and Rehabilitation Service, Assistance Payments Administration (in cooperation with the Manpower Administration, USDL)

Department of Housing and Urban Development

Program Title	Administered By
Low-Rent Public Housing Program, U.S. Housing Act of 1937, as amended	Housing Assistance Administration
Model Cities Program Demonstration Cities and Metropolitan Development Act of 1966, Title I	Model Cities Administration
Relocation Assistance Program Housing Act of 1949, Title I	Office of Community Development
Urban Planning Assistance Program; Housing Act of 1954, as amended, Section 701	Office of Planning Standards and Coordination, Metropolitan Development
Community Renewal Program Housing Act of 1949, Title I, Section 103 (d)	Renewal Assistance Administration
Concentrated Code Enforcement Program; Housing Act of 1949, Section 117	Renewal Assistance Administration
Neighborhood Facilities Program; Housing and Urban Development Act of 1965, Section 703	Renewal Assistance Administration

Department of Housing and Urban Development (Cont'd)

Program Title	Administered By
Urban Renewal Rehabilitation Projects; Housing Act of 1949, as amended, Section 110(c)	Renewal Assistance Administration
Neighborhood Centers Pilot Program; Basic source: Housing and Urban Development Act of 1965, Section 703. Funds from OEO, HEW and USDL funnel into the Pilot Program.	Administered by Secretariat composed of USDL, HEW, OEO and HUD; chaired by HUD

Department of Agriculture

Program Title	Administered By
Agricultural Conservation Program, Soil Conservation and Domestic Allotment Act of 1936	Agricultural Stabilization and Conservation Service
Food Assistance Programs for the Needy and Children in School, including	Consumer and Marketing Service
National School Lunch Program, National School Lunch Act, as amended	
Food Stamp Program, Food Stamp Act of 1964; as amended	
Commodity Donation Program, Agriculture Adjustment Act of 1949	
Special Milk Program, School Breakfast Program, and Food Service Equipment Program for Low Income Area Schools	
Child Nutrition Act of 1966,	

Department of Agriculture (Cont'd)

Program Title	Administered By
Cooperative Extension Service, Smith-Lever Act of 1914, as amended	Cooperative Extension Service
Technical Action Panels Executive Order 11307 Secretary's Memorandum 1610 Chairman's Instruction No. 67-55	Chaired by: Farmers Home Administration (Statewide) FHA, Soil Conservation Service and Agricultural Stabilization and Conservation Service (Countywide)
Rural Housing Loans Title V, Housing Act of 1949	Farmers Home Administration
Operating and Real Estate Loans Consolidated Farmers Home Administration Act of 1961, as amended, Title III	" " "
Cooperative Work and Training Program of National Forest Lands, Agriculture Agencies Act of 1862 and Cooperative Funds Act of 1914	Forest Service
Cooperative Program for Protection and Management of State, County, and Privately Owned Forest Lands, including	" "
Cooperative Fire Control, Clarke McNary Act of 1924	" "
Forest Pest Control, Forest Pest Control Act of 1947	" "

Department of Agriculture (Cont'd)

Program Title	Administered By
Cooperative Tree Planting, Clarke McNary Act of 1924	Forest Service
Cooperative Forest Management and Processing, Cooperative Forest Management Act of 1950	" "
Assistance to States in Tree Planting, Agricultural Act of 1956, Title IV	" "
General Forestry Assistance, Agricultural Organic Act of 1962	" "
Rural Electric and Telephone Organizations, Rural Electrification Act of 1936	Rural Electrification Administration
Resource Conservation and Development Program, Food and Agriculture Act of 1962	Soil Conservation Service

Department of Interior

Employment Assistance Adult Vocational Training Act, as amended	Bureau of Indian Affairs
National Manpower Development Federal Water Pollution Control Act, as amended	Manpower Development Division, Water Pollution Control Administration

APPENDIX B

Suggested Minimum CAA Manpower Library

1. CAP-OEO Memorandum #84, dated June 10, 1968. OEO/DOL Memorandum of Agreement.

2. CAMPS Issuances Nos. 69-1, 69-2, 69-3, 69-4, 69-5 and 69-6. Also 70-1 and 70-2.

3. Economic Opportunity Act and Amendments.

4. *Organizing Communities for Action*. OEO Handbook, February 1968.

5. CAP-OEO Instruction 6342-1, dated November 15, 1968. OEO/DOL Agreements on Implementation of Title I-B, Economic Opportunity Act, Sections 121, 122, 123.

6. *Job Development for the Hard-to-Employ*. U. S. Department of Labor, Manpower Administration, June 1968.

7. *Handbook for Sponsors 1967*, U. S. Department of Labor, Manpower Administration.

APPENDIX C

OEO AND DOL REGIONAL OFFICES

OEO REGIONAL MANPOWER SPECIALISTS

Miss Ruth Cubero
Regional Manpower Specialist
OEO Northeast Region I
120 Church Street
New York, New York 10007

AC 212 264-1943

Mr. Harold M. Bailin
Regional Manpower Specialist
OEO Mid-Atlantic Region II
Marsh Building
1832 M Street, NW.
Washington, D.C. 20506

AC 202 382-2580/7529

Mr. Robert Clark
Regional Manpower Specialist
OEO Southeast Region III
730 Peachtree Street, NE.
Atlanta, Georgia 30308

AC 404 526-3277

Mr. Eugene Turner
Regional Manpower Specialist
OEO Great Lakes Region IV
623 South Wabash Avenue
Chicago, Illinois 60605

AC 312 353-6123

Mr. William L. Blakley
Regional Manpower Specialist
OEO Southwest Region V
Lowich Building, 4th Floor
314 West 11th Street
Austin, Texas 78701

AC 512 475-5844

Mr. Kelly Mudd
Regional Manpower Specialist
OEO North Central Region VI
Federal Office Building
911 Walnut Street
Kansas City, Missouri 64106

AC 816 374-5585

Mr. Robert Lofaso
Regional Manpower Specialist
OEO Western Region VII
100 McAllister Street
San Francisco, California 94102

AC 415 556-8872

DOL REGIONAL MANPOWER ADMINISTRATORS

Chairman	Jurisdiction
Mr. William B. Lewis Regional Manpower Adm., MA U.S. Dept. of Labor Room 1907B, J.F. Kennedy FOB Boston, Mass. 02203 AC 617 223-7248	Region I - Boston Conn., Maine Mass., Vermont New Hampshire Rhode Island
Mr. J. Terrell Whitsitt Regional Manpower Adm., MA U.S. Dept. of Labor Room 912, 341 Ninth Avenue New York, New York 10001 AC 212 971-7564	Region II - New York New Jersey New York Puerto Rico Virgin Islands
Mr. Morris Riger Regional Manpower Adm., MA U.S. Dept. of Labor Room 839, Vanguard Bldg. 1111 20th Street, NW. Washington, D.C. 20036 AC 202 386-6016	Region III - Wash.,D.C. Del., Md. North Carolina Pennsylvania Virginia West Virginia
Mr. William U. Norwood, Jr. Regional Manpower Adm., MA U.S. Dept. of Labor, Rm. 740 1371 Peachtree Street, NE. Atlanta, Georgia 30309 AC 404 526-3267	Region IV - Atlanta Ala., Fla., Ga. Mississippi South Carolina Tennessee
Mr. Lewis F. Nicolini Regional Manpower Adm., MA U.S. Dept. of Labor, Rm. 2402 219 South Dearborn Street Chicago, Illinois 60604 AC 312 353-4258	Region V - Chicago Ill., Ind. Ky., Mich. Minn., Ohio Wisconsin

Chairman	Jurisdiction
Mr. William S. Harris Regional Manpower Adm., MA U.S. Dept. of Labor, Rm. 3000 911 Walnut Street Kansas City, Missouri 64106 AC 816 374-3796	Region VI - Kansas City Colo., Iowa, Kansas Mo., Mont., Neb. N. Dak., S. Dak. Utah, Wyoming
Mr. William T. Bailey Regional Manpower Adm., MA U.S. Dept. of Labor, Rm. 324 411 North Akard Street Dallas, Texas 75201 AC 214 749-3671	Region VII - Dallas Arkansas Louisiana New Mexico Okla., Texas
Mr. Kenneth C. Robertson Regional Manpower Adm., MA U.S. Dept. of Labor, Rm. 10064 San Francisco, Calif. 96102 AC 415 556-7414	Region VIII - San Francisco Ariz., Calif., Idaho Nev., Oreg. Wash. Alaska, Hawaii Trust Territory
Mr. Horace Holmes D.C. Manpower Adm. District Building, Room 220 14th & E Streets, NW. Washington, D.C. 20004 AC 202 629-3663	Washington, D.C.

OFFICE OF ECONOMIC
OPPORTUNITY
EXECUTIVE OFFICE OF THE PRESIDENT
WASHINGTON, D.C. 20506
CAP

Type of Issuance OEO Instruction

Number 6342-1

Subject ADMINISTRATION OF TITLE I-B PROGRAMS (WORK AND TRAINING)

Date November 15, 1968

Office of Primary Responsibility C/P/PD

Supersedes

Distribution M, N6, N10, S(LI)

Transmitted by CAP Announcement 68-15

REFERENCE: Delegation Memorandum of Agreement (CA Memo 84)

APPLICABILITY: All Community Action Agencies

PURPOSE

A new Delegation of Authorities for Manpower Programs under Title I-B of the Economic Opportunity Act of 1964, as amended, to the Department of Labor has been signed by the Director, OEO, and approved by the President. Under the terms of this delegation, community action agencies will generally be the prime sponsors of Comprehensive Work and Training Programs in their communities. Manpower services will be provided locally for these programs by the State Employment Services. These assignments are subject to the ability and interest of these agencies to handle these programs.

A copy of Delegation of Authorities to the Secretary of Labor is attached. Also attached is a copy of a Manpower Administration Order issued by the Department of Labor, after coordination with OEO, describing the operation of the Comprehensive Work and Training Programs (CWTP) under the new Delegation. You will probably want to pay special attention to the discussion of prime sponsorship in paragraph 4, B.

CWTP's will clearly be a major added responsibility for a community action agency. All Title I-B Manpower Programs (Concentrated Employment Program, Mainstream, New Careers and Neighborhood Youth Corps)* are to be under a CWTP. The goal is a single community manpower system for the poor with considerable local flexibility on how this should be brought about. The prime sponsor is expected to concentrate its main efforts on planning and coordination and not operate all the community programs, although it may conduct some activities if appropriate.

OEO's Regional Manpower Specialists stand ready to give CAA's needed information and help.

Theodore M. Berry
Director
Community Action Program

Attachments

*Except in-school NYC (see paragraph B,V.c).

Take further notice that, pursuant to the authority contained in and subject to the jurisdiction conferred upon the Federal Power Commission by sections 7 and 15 of the Natural Gas Act and the Commission's rules of practice and procedure, a hearing will be held without further notice before the Commission on this application if no protest or petition to intervene is filed within the time required herein, if the Commission on its own review of the matter finds that a grant of the certificate is required by the public convenience and necessity. If a protest or petition for leave to intervene is timely filed, or if the Commission on its own motion believes that a formal hearing is required, further notice of such hearing will be duly given.

Under the procedure herein provided for, unless otherwise advised, it will be unnecessary for Applicant to appear or be represented at the hearing.

KENNETH F. PLUMB,
Acting Secretary.

[F.R. Doc. 68-12307; Filed, Oct. 9, 1968; 8:45 a.m.]

INTERAGENCY TEXTILE ADMINISTRATIVE COMMITTEE

CERTAIN COTTON TEXTILES AND COTTON TEXTILE PRODUCTS PRODUCED OR MANUFACTURED IN THE REPUBLIC OF KOREA

Levels of Restraint

OCTOBER 4, 1968.

On January 11, 1968, there was published in the FEDERAL REGISTER (33 F.R. 430) a letter dated December 27, 1967, from the Chairman of the President's Cabinet Textile Advisory Committee to the Commissioner of Customs, establishing levels of restraint applicable to certain specified categories of cotton textiles and cotton textile products, produced or manufactured in the Republic of Korea and exported to the United States during the 12-month period beginning January 1, 1968. As set forth in that letter, the levels of restraint are subject to adjustment pursuant to that provision of the bilateral cotton textile agreement of December 11, 1967, between the Governments of the United States and the Republic of Korea, which provides that within the aggregate and applicable group limits, limits on certain categories may be exceeded by not more than five (5) percent. The aforementioned letter also provided that any such adjustment in the levels of restraint would be made to the Commissioner of Customs by letter from the Chairman of the Interagency Textile Administrative Committee.

Accordingly, there is published below a letter of October 4, 1968, from the Chairman of the Interagency Textile Administrative Committee to the Commissioner of Customs increasing the level of restraint applicable to cotton textile products in Category 49, at the request of the Government of the Republic of Korea and pursuant to the provisions of the bilateral agreement referred to above, for the 12-month period which began on January 1, 1968.

STANLEY NEHMER,
Chairman, Interagency Textile Administrative Committee, and Deputy Assistant Secretary for Resources.

ASSISTANT SECRETARY OF COMMERCE

INTERAGENCY TEXTILE ADMINISTRATIVE COMMITTEE

COMMISSIONER OF CUSTOMS,
Department of the Treasury,
Washington, D.C. 20226.

OCTOBER 4, 1968.

DEAR MR. COMMISSIONER: On December 27, 1967, the Chairman of the President's Cabinet Textile Advisory Committee, directed you to prohibit entry of cotton textiles and cotton textile products in certain specified categories, produced or manufactured in the Republic of Korea, and exported to the United States on or after January 1, 1968, in excess of the designated levels of restraint. The Chairman further advised you that in the event that there were any adjustments[1] in the levels of restraint you would be so informed by letter from the Chairman of the Interagency Textile Administrative Committee.

Under the terms of the Long-Term Arrangement Regarding International Trade in Cotton Textiles done at Geneva on February 9, 1962, pursuant to paragraph seven (7) of the bilateral cotton textile agreement of December 11, 1967, between the Governments of the United States and the Republic of Korea, in accordance with the procedures outlined in Executive Order 11052 of September 28, 1962, as amended by Executive Order 11214 of April 7, 1965, and under the terms of the aforementioned directive of December 27, 1967, the level of restraint provided in that directive for cotton textile products in Category 49, produced or manufactured in the Republic of Korea and exported to the United States during the period beginning January 1, 1968, and extending through December 31, 1968, is hereby amended, to be effective as soon as possible, as follows:

Category	*Amended 12-month*	*Level of restraint*
49	dozen	27, 563

The actions taken with respect to the Government of the Republic of Korea and with respect to imports of cotton textiles and cotton textile products from the Republic of Korea have been determined by the President's Cabinet Textile Advisory Committee to involve foreign affairs functions of the United States. Therefore, the directions to the Commissioner of Customs being necessary to the implementation of such actions, fall within the foreign affairs exception to the notice provisions of 5 U.S.C. 553 (Supp. II, 1965-66). This letter will be published in the FEDERAL REGISTER.

Sincerely yours,

STANLEY NEHMER,
Chairman, Interagency Textile Administrative Committee, and Deputy Assistant Secretary for Resources.

[F.R. Doc. 68-12334; Filed, Oct. 9, 1968; 8:48 a.m.]

OFFICE OF ECONOMIC OPPORTUNITY

SECRETARY OF LABOR

Delegation of Authorities

1. The Delegation of Authorities dated March 10, 1967, and approved by the President March 14, 1967 (32 F.R. 4588) is hereby rescinded.

2. Pursuant to section 602(d) of the Economic Opportunity Act, the powers of the Director under Title I, Part B (Work and Training for Youth and Adults) of the Economic Opportunity Act are hereby delegated to the Secretary of Labor except for reservations specified in this delegation. The powers of the Director under sections 602, 603, 604, and 611 of the Economic Opportunity Act are also delegated to the Secretary of Labor to the extent he deems necessary or appropriate for carrying out his functions in exercising his powers under Title I, Part B. All powers hereby delegated shall be exercised in accordance with the following paragraphs.

3. The Director will retain and exercise the following authority under Title I-B:

(a) Concurrent authority under section 123 as needed for the purpose of assisting projects of the type known as Foster Grandparents Programs;

(b) Concurrent authority under section 127 as needed for the purpose of assisting pilot projects;

(c) Sole authority to establish, in consultation with the Commissioner for Social Security, the criteria for low income under section 125; and

(d) Such other authority as is needed to carry out his responsibilities under the act, including authority to conduct overall planning, programing and budgeting operations and controls and to evaluate overall program effectiveness and to assess program impact and to perform program monitoring functions as needed.

4. The delegated powers shall be administered by a single staff within the Department of Labor. They may be redelegated by the Secretary with or without authority for further redelegation.

5. In communities served by community action agencies, the community action agency shall be the prime sponsor for all work-training projects. Exceptions to this policy may be made for compelling program reasons after consultation between the staffs of the Office of

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[1] The term "adjustments" refers to those provisions of the bilateral cotton textile agreement of Dec. 11, 1967, between the Governments of the United States and the Republic of Korea which provide in part that within the aggregate and applicable group limits, limits on certain categories may be exceeded by not more than five (5) percent; for the limited carryover of short falls in certain categories to the next agreement year; and for administrative arrangements.

Economic Opportunity and the Department of Labor. Disagreements shall be resolved jointly by the Director and the Secretary.

6. In communities served by community action agencies, project participants shall be selected by the community action agency or its delegate agencies, or pursuant to cooperative arrangements between the community action agency and the U.S. Employment Service.

7. In addition, the delegated powers shall be exercised pursuant to such memoranda of agreement as have been or shall be agreed to between the agencies. Agreements shall be concluded defining the nature and objectives of the programs, criteria for program evaluation, and other policy matters of fundamental importance. Where OEO reserves powers of concurrence in the development of more detailed policies or in the application of policies in specific cases under such agreements, arrangements will be made for promptly resolving any questions that may arise before any final action is taken by the Secretary.

8. All operating information, evaluation reports, and other data concerning the programs administered under the delegated powers shall be freely exchanged between the Director and the Secretary pursuant to section 602(d) of the Act.

BERTRAND M. HARDING,
Acting Director,
Office of Economic Opportunity.

AUGUST 2, 1968.

Approved: October 2, 1968.

LYNDON B. JOHNSON,
President of the United States.

[F.R. Doc. 68-12317; Filed, Oct. 9, 1968; 8:46 a.m.]

SECURITIES AND EXCHANGE COMMISSION

[File No. 1-3909]

BSF CO.

Order Suspending Trading

OCTOBER 4, 1968.

The capital stock (66⅔ cents par value) and the 5¾ percent convertible subordinated debentures due 1969 of BSF Co. being listed and registered on the American Stock Exchange, and such capital stock being listed and registered on the Philadelphia-Baltimore-Washington Stock Exchange pursuant to provisions of the Securities Exchange Act of 1934; and all other securities of BSF Co. being traded otherwise than on a national securities exchange; and

It appearing to the Securities and Exchange Commission that the summary suspension of trading in such securities on such exchanges and otherwise than on a national securities exchange is required in the public interest and for the protection of investors:

It is ordered, Pursuant to sections 15 (c)(5) and 19(a)(4) of the Securities Exchange Act of 1934, that trading in the said capital stock on such exchanges and in the debentures on the American Stock Exchange, and trading otherwise than on a national securities exchange be summarily suspended, this order to be effective for the period October 7, 1968, through October 16, 1968, both dates inclusive.

By the Commission.

[SEAL] ORVAL L. DUBOIS,
Secretary.

[F.R. Doc. 68-12327; Filed, Oct. 9, 1968; 8:47 a.m.]

[File No. 1-3468]

MOUNTAIN STATES DEVELOPMENT CO.

Order Suspending Trading

OCTOBER 4, 1968.

The common stock, 1-cent par value, of Mountain States Development Co. being listed and registered on the Salt Lake Stock Exchange pursuant to provisions of the Securities Exchange Act of 1934 and all other securities of Mountain States Development Co. being traded otherwise than on a national securities exchange; and

It appearing to the Securities and Exchange Commission that the summary suspension of trading in such securities on such Exchange and otherwise than on a national securities exchange is required in the public interest and for the protection of investors:

It is ordered, Pursuant to sections 15 (c)(5) and 19(a)(4) of the Securities Exchange Act of 1934, that trading in such securities on the Salt Lake Stock Exchange and otherwise than on a national securities exchange be summarily suspended, this order to be effective for the period October 7, 1968, through October 16, 1968, both dates inclusive.

By the Commission.

[SEAL] ORVILLE L. DUBOIS,
Secretary.

[F.R. Doc. 68-12328; Filed, Oct. 9, 1968; 8:47 a.m.]

[81-26]

PANAMA POWER & LIGHT CO.

Notice of Application and Opportunity for Hearing

OCTOBER 3, 1968.

Notice is hereby given that Panama Power & Light Co., c/o Ebasco International Corp., 2 Rector Street, New York, N.Y. 10006, a Florida corporation has filed an application pursuant to section 12(h) of the Securities Exchange Act of 1934, as amended ("Act"), for an order of the Commission exempting the company from the requirements of section 12(g) of the Act.

Section 12(h) of the Act authorizes the Commission upon application, by order, after notice and opportunity for hearing, to exempt in whole or in part any issuer or class of issuers from the registration, periodic reporting and proxy solicitation provisions and to grant exemptions from the insider reporting and trading provisions of the Act upon such terms and for such period as it deems necessary or appropriate, if the Commission finds, by reason of the number of public investors, amount of trading interest in the securities, the nature and extent of the activities of the issuer, income or assets of the issuer, or otherwise, that such action is not inconsistent with the public interest or the protection of investors.

The applicant is a corporation organized under the laws of Florida in 1927. Its business is that of providing electric, gas and telephone service in Panama. Its operations are conducted exclusively in Panama though it has an arrangement for electric power interchanges, during peak periods, with the Panama Canal Zone.

The application states that as of May 1968 there were 1,370 preferred shareholders and 675 common shareholders of applicant. Of these shareholders, 155 preferred shareholders owning an aggregate of 12,757 shares, and 52 common shareholders, holding 2,943 shares, resided in the United States and the Canal Zone. Eighty-nine percent of the applicant's 472,209 outstanding shares, of common stock are owned by Ebasco Industries, Inc. (formerly Electric Bond and Share Company and American and Foreign Power Company) a New York corporation. The transfer records of Panama Power & Light indicate that, for the year ended December 31, 1967 there were 133 transfers involving 2,539 preferred shares, 27 of which transfers involved United States or Canal Zone parties, and 113 transfers involving 3,168 common shares, 5 of which transfers involved United States or Canal Zone parties.

Certain information regarding the operation and properties of applicant appears in reports and filings made with the Commission by Ebasco Industries Inc. its parent, and financial information pertaining to Panama is included in the consolidated financial statements of the parent.

For a more detailed statement of the matters of fact and law asserted, all persons are referred to said application which is on file in the offices of the Commission at 500 North Capitol Street NW., Washington, D.C.

Notice is further given that any interested person may, not later than October 25, 1968, request in writing that a hearing be held on such matter, stating the nature of his interest, the reasons for such request and the issues of fact or law raised by said application which he desires to controvert; or he may request that he be notified if the Commission should order a hearing thereon. Any such request should be addressed: Secretary, Securities and Exchange Commission,

U.S. DEPARTMENT OF LABOR
MANPOWER ADMINISTRATION
WASHINGTON, D.C. 20210

October 9, 1968

MANPOWER ADMINISTRATION ORDER NO. 12-68

Subject: Implementation of Title I-B of the 1967 EOA Amendments

1. Purpose. To delegate authority and assign responsibility for the administration of work and training programs under Section 123 of Title I-B of the Economic Opportunity Act of 1963, as amended (EOA). Excluded from consideration herein is that part of EOA Title I-B programs and resources devoted to the Job Opportunities in the Business Sector (JOBS) program.

2. Background. The Economic Opportunity Act Amendments of 1967 consolidate authority for all the delegated work and training programs now administered by the Manpower Administration under Section 123 of the EOA. The law now requires that:

(a) a community program area (CPA) be designated for the purpose of planning and conducting comprehensive work and training programs (CWTP),

(b) all work and training components be consolidated into a CWTP and financial assistance for such programs provided through a prime sponsor (PS) after July 1, 1968, and

(c) the Federal-State employment service provide and develop further its capacity for providing maximum support for manpower training programs.

The implementing instructions set forth herein are provided to insure that each comprehensive work and training program (CWTP) will provide an unbroken sequence of useful training and work opportunities together with appropriate remedial and supportive services to target groups of unemployed and low income persons so that they can obtain and hold regular competitive jobs. The goal is a comprehensive delivery system which marshalls the total manpower resources available to overcome the complex employment problems of the most severely disadvantaged in the rural and urban areas in which they are concentrated. The instructions outline a systematic approach to planning and implementing the CWTP which takes into consideration the need to provide local leaders and members of the groups to be served, with the opportunity to participate in the decisions which determine how manpower resources are to be allocated and utilized.

3. Delegation of Authority and Assignment of Responsibility.

A. The Regional Manpower Administrators (RMAs) and the Manpower Administrator for the District of Columbia are hereby delegated authority and assigned responsibility in respect to those functions and programs authorized by Sections 121, 122, and 123 of the EOA, as amended, for:

(1) designating community program areas (CPA), for the purpose of planning and conducting comprehensive work and training programs (CWTP),

(2) recognizing a prime sponsor (PS) to receive all financial assistance for programs under section 123 and to plan and conduct comprehensive work and training programs (CWTP),

(3) approving a comprehensive work and training program (CWTP) for each community program area (CPA), which shall consolidate all work and training components commencing July 1, 1968,

(4) approving and executing all contracts and agreements for programs and projects to implement an approved comprehensive work and training program (CWTP);

(5) assuring that the Federal-State employment service provides and develops its capacity for providing maximum support for such manpower programs.

B. All authority delegated and responsibility assigned to the Regional Manpower Administrators and the Manpower Administrator for the District of Columbia by this Order shall be exercised according to the implementing instructions contained herein and subsequent guidelines and standards issued by the Manpower Administration. It should be noted that the instructions require the RMA, in specified instances, to obtain the concurrence of the OEO field staff before a final action is taken.

4. Approved Policies. In accordance with the terms of the agreement reached between the Office of Economic Opportunity (OEO) and the Department of Labor (DOL) embodied in the Memorandum of Agreement dated April 12, 1968, the policies set forth below have been jointly developed and approved by OEO and DOL.

A. Consultation with Local Government Officials

The RMA[1] will, in the course of his initial planning for the establishment of a comprehensive work and training program in a community, consult with the head(s) of local government(s). Consultation is also required prior to his making major program determinations affecting an ongoing CWTP.

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[1] References throughout this Order to RMA include the Manpower Administrator for the District of Columbia.

B. Designation of a Prime Sponsor (PS)

A PS is a public or private nonprofit agency which is capable of (1) receiving and disbursing funds and (2) planning, developing, administering, coordinating and evaluating a CWTP.

(1) The CAA in a community is the PS of a CWTP and shall be chosen unless it is jointly determined by OEO and DOL to be incapable of performing the functions of a PS and cannot be feasibly provided with that capacity. Within 30 days after designation of a CPA, the RMA will solicit in writing, and accept an application for recognition as PS from the local CAA.

Once the RMA has tentatively selected a PS, he will immediately notify in writing, the OEO Regional Office and the appropriate CAMPS committee. When exception is taken by OEO to the non-selection of an existing CAA, the checkpoint procedure jointly developed by OEO and DOL will be followed (see paragraph 4H below).

(2) Where OEO and DOL agree that an existing local CAA will not be the PS, or where there is no CAA in existence, the RMA will promptly solicit and accept applications for sponsorship from non-CAA agencies. In such situations, the State employment service or other agencies of State government, local governmental jurisdictions, or private non-profit agencies may be designated as Prime Sponsors wherever they qualify.

When an application for sponsorship has been submitted to the RMA by an agency other than a CAA, the RMA will furnish two copies thereof to the appropriate CAMPS committee. Within 10 days of receipt of all non-CAA applications for sponsorship, the CAMPS committee will schedule interviews with each applicant and forward its recommendations on the merits of each claim for sponsorship to the RMA for his final decision. The relevant CAMPS committees will be notified of all selections of PS's by the RMA.

(3) The PS is responsible for assuring that delegate agencies satisfactorily perform their responsibilities, including providing for participation and employment of members of groups served. When, in the course of monitoring the performance of delegate agencies, the PS finds unsatisfactory performance, he shall seek immediate corrective action by the delegate agency, appealing to higher organizational levels of the agency, as necessary. If the delegate agency remains unresponsive, the PS shall seek corrective action through the RMA, and ultimately, through appeal to the Manpower Administrator.

(4) The RMA shall review annually the performance of each PS, applying the standards of project effectiveness developed and published as described in Section 132(c) of the EOA.

(5) All financial assistance for a CWTP in a CPA must be provided through a PS, unless a determination has been made by the RMA that:

(a) there is a good cause for an extension of time or,

(b) after soliciting and considering the comments of the PS, if any, it is determined that the provision of financial assistance to a public agency or private organization other than the PS, for one or more component programs, would enhance program effectiveness or acceptance on the part of the persons served and that such action would serve the purposes of Title I-B;

(c) the project is an in-school Neighborhood Youth Corps (NYC) project in which case financial assistance may be provided directly to local or State education agencies.

When the RMA decides under 5a or b above, to provide financial assistance directly to a public or private non-profit agency in any community where the CAA is designated as the PS, he will immediately notify the OEO Region Office in writing. Where exception is taken by OEO to the proposed direct funding by the RMA under 5a or b above, steps two and three of the OEO-DOL checkpoint procedure will be followed.

C. Designation of a Community Program Area (CPA)

A community program area (CPA) is the area for which a comprehensive work and training program (CWTP) is planned and within which it is administered by a prime sponsor (PS). A neighborhood, city or multi-city unit, county or multi-county unit, Indian reservation or other area, may be designated as a CPA if it provides a suitable organizational base and possesses the commonality of interest needed for the CWTP.

Where feasible, a CPA should be at least city-wide in dimension. However, an area in which a CEP is already located will be part of a CPA or if no broader area possesses the above prerequisites, the CEP area itself shall be a CPA.

(1) Designation or recognition of a CPA is to facilitate the planning and administration of a CWTP for that community. Areas should be selected upon the basis of such criteria as the extent to which:

(a) A suitable organizational base exists in the area;

(b) a commonality of interest is found among the various populations of the area;

(c) the selection serves the interests of making broad communitywide manpower planning more generally applicable and expedites the process of planning a CWTP to meet the needs of the area;

(d) the boundaries of the CPA will be consistent with boundaries of other areas used for the planning of manpower programs, such as Community Action Agency (CAA) boundaries, local governmental jurisdictions, CEP areas, Model Cities areas, Standard Metropolitan Statistical Area (SMSA) or CAMPS areas;

(e) the selection contributes to sound administration of a CWTP.

(2) To help him in selecting areas meeting the above criteria, the RMA, as chairman of the Regional CAMPS committee, will solicit the recommendation of the State CAMPS committee or when appropriate, the areas CAMPS committee. The CAMPS recommendation should be solicited in time to aid the RMA in designating CPAs prior to the date established for the initiation of the annual CAMPS planning cycle.

Before making a final designation of a CPA, the RMA will inform the OEO Regional Office in writing of his proposed designation. When exception is taken by OEO to the proposed designation of the CPA, the checkpoint procedure jointly developed by OEO and DOL will be followed. (See paragraph 4H below).

Once a CPA has been designated, the RMA will immediately notify the OEO Regional office, and the appropriate CAMPS committee.

D. Comprehensive Work and Training Program (CWTP)

A CWTP plan, developed through a systematic approach to planning and implementation, will link all relevant component programs under Title I-B with other appropriate public and private manpower programs and activities so that disadvantaged residents (See Manpower Administration Order No. 2-68 for definition of the term "disadvantaged") of a CPA who are enrolled in a CWTP are provided with an unbroken sequence of services which will enable them to obtain and hold employment. The CWTP will contain an analysis of the needs and priorities of the CPA, together with a complete statement describing how the Title I-B program components for which the PS has contractual responsibility are to be linked with other related manpower programs available in the CPA.

(1) Development of a Comprehensive Work and Training Program (CWTP)

The appropriate CAMPS committee annually initiates the planning cycle for its Comprehensive Manpower Plan by relating the priorities established to each proposal for deploying program resources. Regular participants in the CAMPS planning process will now include the PS who is responsible for planning and administering a CWTP for the CPA.

The PS will provide the appropriate CAMPS committee with a plan of action describing how the various Title I-B program elements for which he has contractual responsibility are to be linked with other manpower programs available in the CPA, indicate the role to be played by delegate agencies, and specify, to the extent feasible, the number of persons involved in each program, both as staff and enrollees, the amount of funds to be obligated, and the time schedule for implementation of each project.

The analysis and proposed plan of action for FY 1969 will be developed and submitted as an amendment to the CAMPS plan and shall be in the form prescribed in ICI 68-4.

The analysis and plan of action for a CWTP will be reviewed by the appropriate CAMPS committee to determine whether it is consistent with the CAMPS Comprehensive Manpower Plan. No alteration may be made in the analysis and plan of action for a CWTP without the PS's approval. The area committee shall then forward the analysis and plan of action for a CWTP (together with its recommendation) through the State CAMPS committee to the regional committee, as a separate, identifiable part of the area CAMPS plan. The Regional CAMPS committee will, as part of the process of reviewing and approving a CAMPS Comprehensive Manpower Plan, make a recommendation to the RMA concerning the extent to which the analysis and plan of action for a CWTP is consistent with the Comprehensive Manpower Plan. After considering this recommendation, the RMA will accept, reject, or modify the CWTP and immediately furnish copies of whatever plan has been approved to both the PS and the appropriate CAMPS committee.

The PS will then prepare the interrelated set of specific project proposals which, when executed, will complete the CWTP. These proposals will be forwarded to the RMA for approval and execution of the necessary documents. Prior to acting on the proposed agreement(s) the RMA shall determine whether the proposed projects are essential to the implementation of a CWTP which is consistent with the CAMPS area plan.

(2) Contracting

The overall objective is to have all components of a CWTP planned, administered, coordinated, and evaluated by a single PS who will serve as the sole source of funds for the operation of those Title I-B projects for which he is contractually responsible. Projects will be operated through delegate agencies wherever feasible. While all elements of a CWTP are ultimately expected to be consolidated into a single contract, initially these elements need not be expressed in one contract. Rather a CWTP plan is in effect when both the analysis, plan and interrelated set of project proposals (action) have been coordinated and approved by the RMA. Specific project proposals shall take whatever form is required to implement the CWTP.

(a) Implementation of a CWTP will not require termination of on-going contracts. For example, ongoing contracts antedating development of an approved CWTP shall, wherever possible, be incorporated in the proposed plan for that CWTP. If the CWTP is approved as part of the overall CAMPS plan then all such contracts may proceed to completion without modification. Additional funds should not be obligated under existing contracts where the PS is not the contractor.

Where modifications are necessary they shall be made, wherever possible, upon the recommendation of the PS, to avoid termination and to bring the contracts into line with the CWTP. This can be done over a period of time, with minimum disruption to the action portion of the CWTP.

(b) Where a required modification is substantial or where an entirely new component is initiated that is not reflected in an approved CWTP, it will be necessary to amend the CAMPS plan in accordance with CAMPS instructions. Such amendment shall be made before the modified agreement is forwarded to the RMA for approval.

(3) Relationship of CEP to CWTP

All CEPs (including existing CEPs) shall be located within a designated CPA and shall be operated by a PS or a delegate agency and planned and administered as a part of a CWTP. In other words, an area in which a concentration of manpower programs is provided (CEP area), shall be an integral part of the CWTP's total response to the problems of the CPA.

E. Provision of Manpower Services

The State Employment Service (SES) is the supplier of all manpower services for the CWTP pursuant to Section 637 of the EOA, as amended. Manpower services provided to a CWTP by a SES will be made available to the extent possible from current SES resources. The provision of these services will be defined in a memorandum of agreement (BWTP Form 32 rev.) between the SES and the PS.

It is the responsibility of the PS to insure that these manpower services are provided in accordance with terms of the contractual agreement or the memorandum of agreement referred to above. If in the course of carrying out his monitoring and overseeing responsibilities, the PS determines that the SES is not supplying manpower services in a satisfactory manner, he should attempt to resolve the matter with the appropriate representative of the SES central office. If the problem cannot be resolved at the SES central office level, he should present his findings to the RMA.

When as a result of the above procedure the RMA determines that a SES is not in compliance with the Secretary's Regulations requiring the SES to be responsible for supplying the manpower services specified in the CWTP, the RMA will, in consultation with the PS, arrange for such services to be supplied by another private or public agency. The requirements of Section G of this document are applicable to any agency providing such manpower services.

Whenever manpower services are required for a CWTP which are over and above those normally provided by the ES, the PS through contractual arrangement, shall reimburse the ES State Agency for the provision of these additional services. Guidelines for reimbursement to the SES will be provided in a subsequent document.

Although the SES is responsible for providing the full range of manpower services set forth in the CWTP, it is recognized that it may be necessary or desirable for the SES to make appropriate arrangements with other private or public agencies to provide a particular manpower service.

F. Supportive Services

In designing a CWTP, the prime sponsor or other sponsoring agency is responsible for making arrangements for the provision of other needed services, as appropriate, including:

(1) day care
(2) medical services
(3) transportation
(4) family services
(5) legal services
(6) basic or remedial education where not provided as part of manpower services.

G. Community Participation

(1) Participation by Representatives of the Poor

It is the basic, continuing and legally binding responsibility of each PS to provide for an effective administrative structure which ensures that representative members of the groups being served in a CPA have direct access to and participate in the decision-making process involving planning, conduct and evaluation of a CWTP and its program components.

(a) Agencies governed or administered by a board of which at least one third of the members are democratically selected from the groups to be served, shall meet this requirement. In all cases where a prime sponsor is not so structured, it should establish a special board which includes, as at least one third of the membership, democratically selected representatives of the areas to be served. These special boards should be given responsibility for overseeing the planning, conduct and evaluation of the CWTP and its components.

(b) The governing or special board referred to above should also serve as the policy level participatory body for delegate agencies required by Section 122 of the EOA, through one of the following optional arrangements:

(i) The board should appoint a subcommittee composed of appropriate representatives of the governing or special board to serve each delegate agency in an advisory capacity or,

(ii) the board should establish a "delegate agencies advisory board" composed of selected members of the governing or special board and a representative from each delegate agency.

In either situation, members of PS boards who represent the groups being served will function also as members of component boards in order to provide overall coordination of the component programs.

(2) Enrollee Participation

It is the responsibility of the prime sponsor and each delegate agency to establish regular procedures for the meaningful participation of project enrollees in the conduct and ongoing evaluation of CWTP programs.

Each of the delegate agencies will meet with enrollees on a monthly basis to ensure continuous participation of the enrollees in the direction of the programs. The governing board of the PS should regularly receive comments, criticisms and suggestions of the project enrollees.

This can be accomplished by using existing representative groups, specially creating such groups, or by utilizing other equally acceptable channels of communication.

(3) Labor and Management Participation

The PS shall provide for participation of employers and of labor organizations in the planning and conduct of the comprehensive work and training programs, in a manner comparable to that provided for members of the groups being served.

(4) Training, Technical Assistance and Financial Assistance

The PS and the delegate agencies should provide training and technical assistance to the resident poor board members and enrollees which is responsive to their needs. Where financial problems are a barrier to participation, reimbursement for transportation or babysitting expenses, etc., and compensation for services on boards or committees should be provided.

(5) Employment of the Poor

The PS and delegate agencies shall provide maximum employment opportunities for resident poor of the CPA, including elderly unemployed and underemployed, in the conduct of component programs. This employment shall include opportunity for further occupational training and career development, and upgrading, with funds made available for this purpose.

H. OEO-DOL Checkpoint Procedure

The following checkpoint procedure will apply when exception is taken by OEO to the non-selection of an existing CAA as PS, the situation where OEO objects to the proposed boundaries of the CPA or when the RMA proposes to provide financial assistance directly to an agency other than the PS under B 5a or b above.

(1) When the RMA takes one of the above actions, he will notify the OEO Regional Director in writing, of his decision

and his reason(s) for taking such action. The OEO Regional Director will have 10 working days to investigate the situation and attempt to resolve any differences with the RMA.

(2) Where these parties are able to reach agreement, the agreement will be reduced to writing and signed.

If no agreement is reached, the OEO Regional Director will have five additional days to compile and forward all written deliberations to the Director of OEO.*

(3) The Director of OEO will immediately furnish to the Manpower Administrator a copy of the record and both parties will have three working days to resolve the question. Once resolved, the decision will be reduced to writing, signed, and transmitted to the appropriate RMA.

* The RMA will, of course, keep the MA informed of this development through normal internal channels.

5. Authority and Directives Affected. This Order is issued pursuant to Secretary's Order Nos. 5-67, 23-67, and 6-68 and implements Manpower Administration Order Nos. 4-68 and 5-68, and Executive Order No. 11422.

6. Future Changes. During the third quarter of each fiscal year, representatives of the Department of Labor (DOL) and of the Office of Economic Opportunity (OEO), shall jointly review the provisions of this Order and determine what procedural and policy changes should be made in order to carry out the delegated Title I-B programs more effectively. Changes in the policies and procedures described in this Order shall be made with the joint approval of OEO and DOL.

7. The Office of Economic Opportunity and the Manpower Administration have jointly developed and approved the policies set forth in this Order.

8. Effective Date. This Order is effective immediately.

Assistant Secretary for Manpower

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